

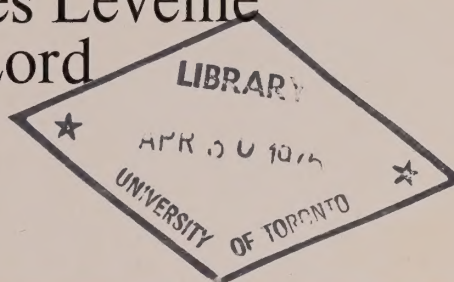
CA1 UA  
-74 P63

Government  
Publications

# Profile: Halifax-Dartmouth

The political and administrative  
structures of the metropolitan  
region of Halifax-Dartmouth

André Bernard  
Jacques Léveillé  
Guy Lord



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The political and administrative structures  
of the metropolitan region of Halifax-Dartmouth

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Publication

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## Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan area of Halifax-Dartmouth, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier  
Assistant Secretary







## Abstract

The political and administrative structures of the Halifax-Dartmouth metropolitan region are relatively straightforward. There are three separate local governments: the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax. Although regional government, as such, does not exist, the three local governments works in close cooperation with a regional planning body, the Metropolitan Area Planning Commission.



## List of abbreviations

DREE	Department of Regional Economic Expansion
MSUA	Ministry of State for Urban Affairs
MAPC-I	Metropolitan Area Planning Committee
MAPC-II	Metropolitan Area Planning Commission
CMHC	Central Mortgage and Housing Corporation
HALICON	Halifax International Containers Ltd.





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## Introduction

The population of Nova Scotia is 60 percent urbanized and the Halifax Metropolitan Area, with its 225,000 inhabitants (excluding the rural part of the Municipality of the County of Halifax), represents two-thirds of the total urban population of the province.

Even if the Halifax region is, from an economic view point, the main growth center of Nova Scotia and, to a certain extent, of all the Maritime provinces, the metropolitan area has not yet faced chronic growth problems like other major urban centers in Canada. Scarcity of land is not yet a fundamental preoccupation, although with large sections of bed rock close to the surface, many areas in the region cannot be economically developed. There is place for improvement of all modes of urban transportation.

But the implementation of new government programs directed at the improvement of the area's economic role stressed the need for a more balanced approach to urban planning. Since 1970, the Department of Regional Economic Expansion (DREE) has allocated a sum almost equivalent to the annual budget of the City of Halifax to provide new infrastructures in the area.

In brief, the political and administrative structures presented in this monograph are facing development pressures and the need to control them. The three basic units of local government described in part I, the City of Halifax, the City of Dartmouth and the Municipality of the County of Halifax, are involved in an intergovernmental process at the regional level described in Part II.



# I The political and administrative structures of the three local government municipalities of the metropolitan area

## A The City of Halifax

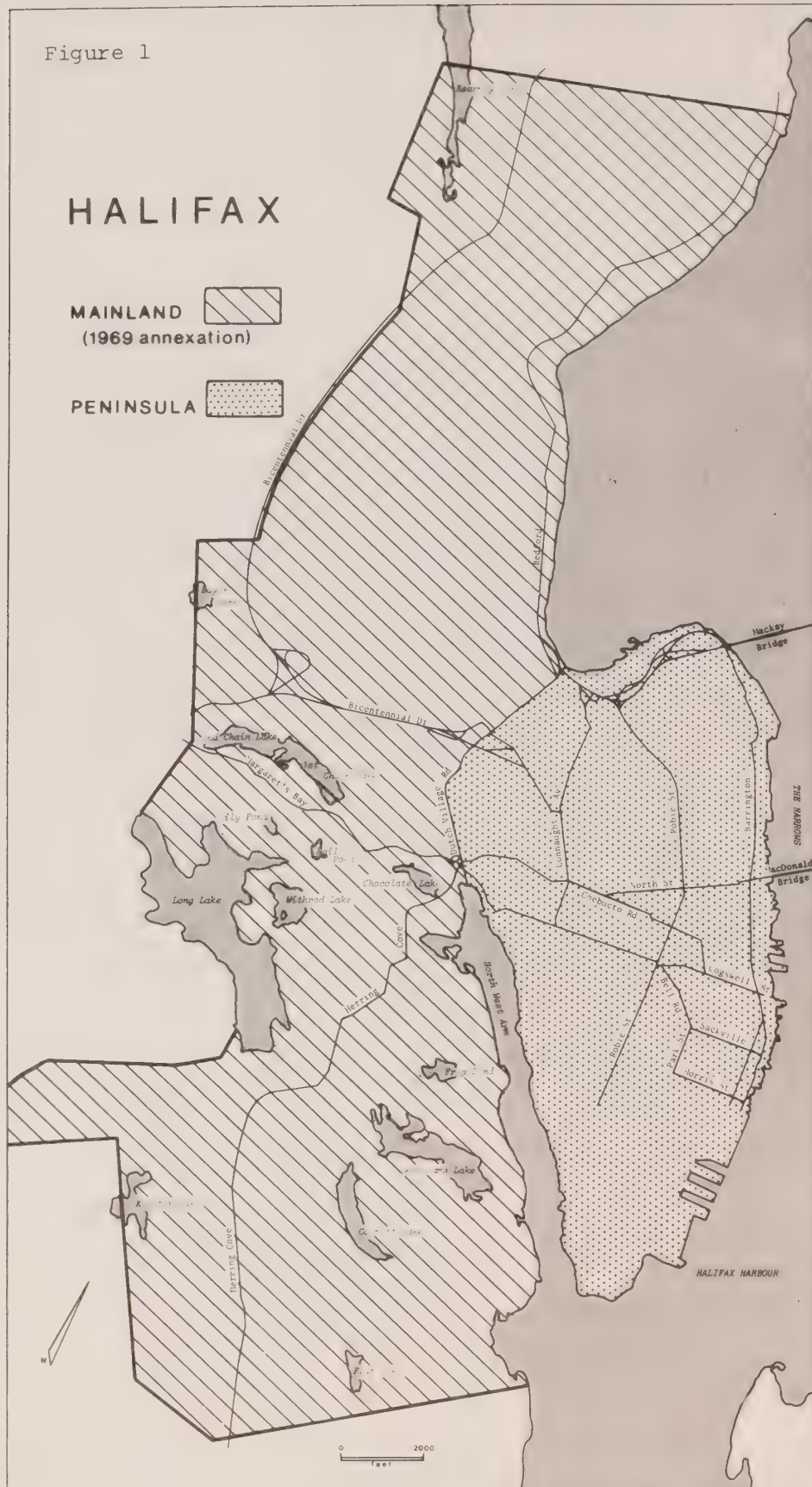
### 1 General information

#### 1.1 Historical background

Founded as a military base in 1749 by some 2,500 soldiers and civilians, Halifax was governed by the system known as Quarter Sessions from 1750 to 1840, a highly centralized system that left no autonomy to the townships. Local matters were handled by a Grand Jury itself appointed by the Legislative Council of the Governor of Nova Scotia. Immigrants from New-England brought the principle of strong local governments and a debate between these new immigrants and former settlers from England took place in Halifax in 1828. The debate ended with the incorporation of the City of Halifax in 1841 which endowed Haligonians with definite municipal privileges and securities. The 1841 Charter has been amended numerous times and a complete revision was made in 1931 and again in 1963. The various amendments have progressively introduced the present-day system of Council-Manager government.

1.2 Population	1751 - 5,000
	1801 - 9,000
	1871 - 30,000
	1911 - 46,000
	1931 - 59,000
	1951 - 85,000
	1971 - 125,000

Figure 1





### 1.3 Area

Until 1968, the City was landlocked in a peninsula of 4,416 acres. On January 1st, 1969, mainland territories were annexed to the City bringing its total acreage to 15,616 acres (see Figure 1).

### 1.4 Provincial Act relating to the City of Halifax

Ch. 52, Statutes of 1963 cited as the Halifax City Charter.

### 1.5 Relationships with other municipalities

Although there is not a formal metro government, there are a number of bodies established by provincial statute such as the Metropolitan Area Planning Commission, the Halifax-Dartmouth Regional Authority and the Halifax-Dartmouth Port Commission.

## 2 Political structures

### 2.1 A Council-Manager system of local government

The Council is made up of the Mayor elected at large and ten Aldermen elected on a ward basis (ten wards). The Manager is appointed by the Council. (A list of the members of the Council is given in Table 1).

### 2.2 Eligibility regulations for the Council

2.2.1 Universal suffrage for Canadians and British subjects of 18 years or more who were residents of the City on January first of the election year (no property requirements). Qualified voters include all those who are assessed for real property tax or business tax in the City for the election year, whether they are resident or not (charter sec. 30).

2.2.2 Any Canadian citizen, of at least 21 years of age, resident of the City and otherwise qualified as a voter is eligible to run for office. Disqualifications include indebtedness to the City, employment with the City, contracts with the City, bankruptcy, membership in the Provincial Legislature or in the Canadian Parliament (charter, sec. 17, 18).

2.2.3 Election procedures are described in Part IV of the Halifax City Charter. They provide for an election every three years, held (following ordinance 106 of June 1971) on the third Wednesday in October of the election year.

Each of the ten wards contains an average of 7,000 registered voters, but structural inequalities favour the well-to-do sections of the City. Turnout is relatively low: 41% in 1968 (27,798 votes for 67,800 registered voters) and 45% in 1971 (32,085 votes for 71,300 registered voters).

Table 1 List of officials of the City of Halifax

---

1	City Council - The Mayor (April 1973)	- Walter Fitzgerald		
	Alderman	- Dennis Connolly	Ward	1
		Lou Moir	"	2
		David McKeen	"	3
		N. P. Meagher	"	4
		M. D. Sullivan	"	5
		Margaret Stanbury	"	6
		Darrell Wentzell	"	7
		Robert Stapells	"	8
		Reg. D. Bell	"	9
		L. C. Hogan	"	10
2	City Administration (April 1973)			
	- City Manager	- Constance R. Glube		
	Department Heads			
	City clerk	- R. H. Stoddard		
	City Solicitor	- D. F. Murphy		
	Finance	- B. G. Smith		
	Internal Audit	- C. W. Smith		
	City Assessor	- J. F. Thompson		
	Engineering & Works	- J. E. Shefflin		
	Development	- R. B. Grant		
	Social Planning	- H. D. Crowell		
	Health	- Dr. Margaret West		
	Personnel	- H. E. Grossman		
	Planning	- C. E. Babb		
	Police	- G. O. Robinson		
	Fire	- G. H. Brundige		
3	Special Authorities			
	Board of School Commissioners (March 1973)			
	Chairman	- Reg. J. Allen		
	Superintendent	- Arthur Conrad		

.../...

Table 1 (Continued)

---

Halifax-Dartmouth Regional Authority  
(Nov. 1971)

Halifax Appointees	- Mayor Fitzgerald, Chairman
	- Alderman L. E. Moir
Dartmouth	"
	- Alderman C. O'Hearn
	- Alderman L. W. Grandfield
County Appointees	- Warden Ira Settle
	- Councillor C. Slauenwhite

Halifax Public Service Commission  
(May 1973)

Chairman	- S. S. Jacobson
General Manager	- J. D. Kline
Sec. Treasurer	- H. C. Walker

Halifax Housing Authority  
(Oct. 1973)

Chairman	- Monsignor Colin Campbell
Manager	- John West

Halifax Transit Corporation  
(May 1973)

Chairman	- E. C. Harris
General Manager	- T. R. C. McKim

---



There is no political party operating formally in municipal elections, since the teams mustered by the would-be mayor are of all shades and allegiances (Liberals, Conservatives and New Democrats are usually in the running as well as catholics, anglicans, baptists, presbyterians, etc..).

## 2.3 The Council

2.3.1 The Council is composed of the ten Aldermen and the Mayor. At its first meeting after election, the Council elects from among its members a deputy-mayor. The Mayor (or his deputy) presides at Council meetings with a casting vote only. (Charter, sec. 11, 23).

The term of office of the mayor is three years, full-time without any limitation on the number of terms which any one incumbent may enjoy.

2.3.2 Regular meetings are held "at eight o'clock in the evening, on the second Thursday following the first Monday in each month, and on the Thursday which follows two weeks later" (ordinance 104 of January 1969).

2.3.3 Through the adoption of ordinances, the Council is entitled, by the Charter, to establish its own method of functioning, and provide "for the peace, order and good government of the City, or for promoting the health, safety, morality and welfare of the inhabitants thereof" (charter, sec. 138-153). When an ordinance has passed two readings in the Council and been signed by the Mayor and Clerk, a copy of it is sent to the Minister of Municipal Affairs who has ninety days to express disapproval or to declare a repeal. There has been no disapproval or repeal during the last ten years.

The Council may pass administrative orders for the establishment of administrative departments and agencies, for the carrying out of its powers and duties or for the assignment of administrative responsibilities.

ties to the officers and employees of the City. Administrative orders are not subject to review by the Minister of Municipal Affairs.

The broad allocation of powers (described in sections 138-153 of the City Charter) is somewhat limited by the taxation resources of the City (Part VIII, IX, X and XI of the Charter), and by its obligations for the opening and maintenance of streets, sewers, and water services (Part XIII of the Charter), for the management of a Police Department and a Fire Department (Part XIV), for health inspection services (Part XV), for education (Part XVI), for administration of Justice (Part XVIII), and for land use planning within the City (Part XVII).

A Referendum (called "plebiscite" in sections 130 to 137 of the Charter) may be held upon the passage of a resolution by the City Council on any question concerning the business of the City upon which an affirmative vote of the Council has been taken. There has been no such recourse to this procedure over the last ten years.

#### 2.4 Committees of the Council

Of the seven Committees created by the Council by the adoption of Ordinance 105 (January 14th, 1970), only three actually function: the Committee on Safety, the Committee of the Whole Council and the Planning Committee. Of the four remaining Committees, two have their mandate executed by the Committee of the Whole Council (the Committee on Work and the Finance and Executive Committees) and two have never met (the Development Committee and the Public Health and Welfare Committee). Since the three active Committees meet at the same time and place and they regroup the Whole Council, the City of Halifax Committee System is a unique one: no formal separate committee actually exists but the Council adopts, over specific matters, a special procedure of Committee of the Whole Council. In effect, there are no separate Committees, only a Committee of the Whole Council.

#### 2.4.1 Committee on Safety

Members: the Whole Council, the Mayor being chairman.

Meetings: all the regular Committees of Council meet consecutively on the same day.

Powers and duties: to manage and supervise Police and Fire departments, to make recommendations to Council for fire prevention, to appoint officers of both departments upon recommendation of the chief of each department.

#### 2.4.2 Committee of the Whole Council

Members: the Whole Council, the Mayor being chairman.

Meetings: same time as the Committee on Safety.

Powers and duties: By Ordinance 105, a Committee on Works, and a Finance and Executive Committee were created. The same Ordinance provided that a Committee of the Whole Council should fulfill the mandate of the two above mentioned Committees if they are not actually functioning.

The powers and duties of the Committee of the Whole Council are therefore:

- those of the Committee on Works, i.e. to report upon all matters pertaining to works, City property and buildings and upon the management and control of cemeteries and parks (all parks except Point Pleasant);
- those of Finance and Executive Committee, i.e. to report upon annual budget, capital expenditures, all financial matters pertaining to the City with the exception of special authorities, to report upon drafts of ordinances, administrative orders and proposed amendments to the City Charter, to discharge all functions not specifically allotted to Boards, Commissions or Committees.

#### 2.4.3 City Planning Committee

Members: the Whole Council, the Mayor being chairman.

Meetings: same time as Committee on Safety.

Powers and duties: to report upon all matters allotted to the City under the Planning Act (Chapt. 16, Statutes of Nova Scotia 1969).

This Committee is policy making as well as administrative.

## 2.5 The Mayor

Term of office: The Mayor is elected for three years, on a full-time basis without any limitation on the number of terms which any one incumbent may enjoy.

Election: see point 2.2.2 for eligibility and point 2.2.3 for election procedure.

Powers: The Mayor is the chief executive officer of the City, he presides at Council meetings and he has no vote except a casting vote.

Duties: - to see that every law, by-law and ordinance is put in force;

- to be responsible for non-application of law, or the violation of duty by City Officers;
- to recommend measures within the power of the Council to improve City services;
- to act as chairman of Committee if not otherwise provided by by-law (Section 138-142 of City Charter).

### 3 Administrative structures

#### 3.1 General structures

Halifax has a Council Manager system. (See Figure 2 - City of Halifax Administrative organization chart).

#### 3.2 Staff

1,240 full-time employees (excluding teachers, employed with the Halifax School Board, but including wage-earners employed with the Engineering and Works department).

#### 3.3 Departments

The City Council has created 14 departments, 6 for internal administration, 6 for City services, all under the authority of the City Manager, and 2 departments (Police and Fire) fall under the authority of the Committee on Safety.

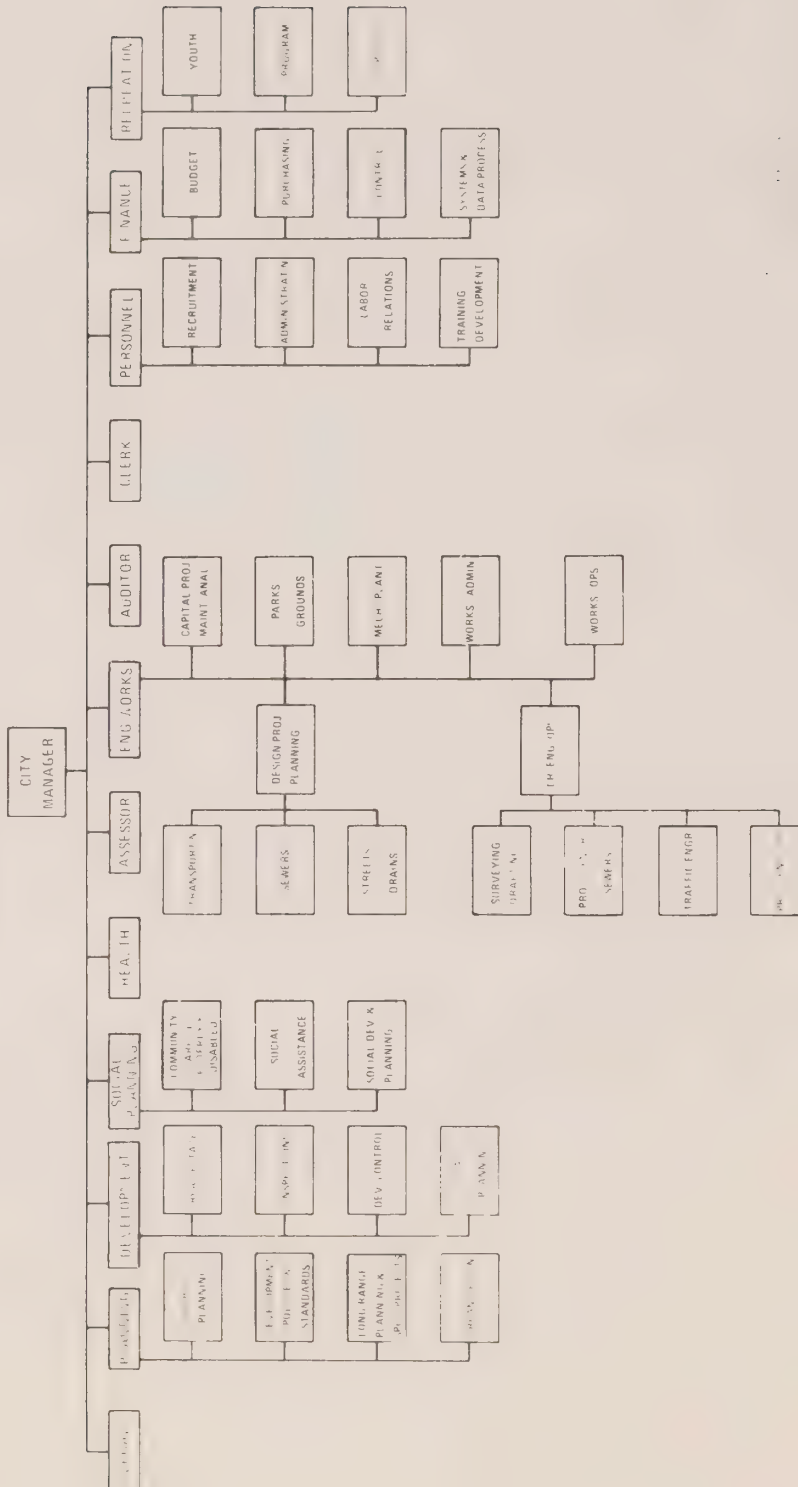
##### 3.3.1 Planning Department

Duties:

- to undertake research and formulation of lasting objectives for the City's growth and standards for development;
- to prepare general and neighbourhood plans;
- to outline legislative requirements to implement approved objectives, policies and standards;
- to develop data bank related to City growth;
- to prepare, with agencies concerned, general plans for community facilities.



Figure 2  
CITY OF HALIFAX  
ADMINISTRATIVE ORGANIZATION CHART



Organization and Staff: 10 employees, (8 professional and technical) in 4 divisions:

- Urban design
- Development policies and standards
- Long-range plan making
- District Planning

Budget (1973 est.): \$156,340.

### 3.3.2 Development Department

Duties:

- to co-ordinate all phases of development and redevelopment within City;
- to administer day-to-day planning functions, (zoning and subdivisions);
- to acquire property for development purposes;
- to maintain liaison with Federal and Provincial departments and agencies, with private agencies, Boards and with Commissions of the City;
- to administer some Local Improvement Programs and DREE programs;
- to administer building inspection.

Staff and Organization: 54 employees (42 professional and technical) in 4 divisions:

- Building inspection
- Development Control
- Real Estate
- Local Planning

Budget (1973 est.): \$325,000 (Dev. Dept.)

\$268,000 (Bldg.Insp.)

Total of \$593,000

### 3.3.3 Engineering and Works Department

To develop facilities for and maintain: sewerage; refuse collection and disposal; streets and traffic; 61 city owned buildings; 31 playgrounds and 47 parks and open spaces .

Staff and organization: 235 employees (plus an average of 150 wage-earners employed for specific duties) in 7 divisions:

- Project design and planning
- Capital projects and maintenance
- Operations (Chief engineer)
- Parks and Grounds
- Mechanical Plant
- Works Administration
- Works Operation

Budget (1973 est.): \$4,103,150.

#### 3.3.4 Social Planning Department

Duties: - to undertake Social Planning and administer all aspects of Social Assistance in the City;

- to develop new techniques and plans to alleviate the chronic social problems within the City.

Staff and organization: 63 employees (47 professional and technical) in 4 divisions:

- Community care of Elderly and Disabled
- Social assistance
- General Administration
- Social Development and Planning

Budget (1973 est.): \$5,858,150 (including payments for general assistance for an amount of \$3,522,000).

#### 3.3.5 Health Department

Duties: - to act (the director) as medical advisor to the City, Boards and Commissions and its employees;

- to provide health services for City employees;
- to keep record of vital statistics of the City of Halifax for the government of Nova Scotia;
- Rodent Control

Staff and organization: 5 employees (4 professional and technical) in 2 divisions:

- Health services
- Vital statistics

Budget (1973 est.): \$55,250.

### 3.3.6 Recreation Department

Duties: to organize programs for sports and recreational activities for the community.

Staff and organization: 22 employees (14 professionals in 3 divisions: - Youth programs

- Program manager

- Pool administration

Budget (1973 est.): \$553,890.

### 3.3.7 Internal administration

The six departments are:

- City Assessor (12 empl. Budget: \$ 141,450)
- City Solicitor (10 empl. Budget: \$ 176,460)
- Internal Auditor ( 5 empl. Budget: \$ 51,390)
- City Clerk ( 6 empl. Budget: \$ 57,930)
- Personnel dept. ( 7 empl. Budget: \$ 101,715)
- Finance dept. (83 empl. Budget: \$ 870,090)

### 3.3.8 Other departments

- Police dept. (262 empl. Budget: \$3,241,700)
- Fire department (281 empl. Budget: \$3,082,525)

(The City of Halifax 1972-1973 estimates are given in Table 2).

## 3.4 Administrative superstructure

The City administrative officer is called the "City Manager".

Appointed by Council, he is chief administrative officer and the head of the administrative branch of the City government. He has general administrative powers specified in section 159 of the City Charter.

Table 2 City of Halifax 1972-73 estimates

---

Description	1973	1972
General Government	\$ 4,233,655	\$ 3,339,918
Protection to persons & property	7,613,005	7,209,421
Public Works	2,370,580	2,861,847
Sanitation and waste removal	1,593,390	1,405,590
Health	225,555	258,299
Social Planning	5,858,150	5,225,786
Education	21,313,260	19,277,003
Recreation	690,235	589,835
Community Service	1,463,560	1,317,927
Financing Cost	7,133,000	6,362,219
Miscellaneous	2,359,949	2,307,450
	<hr/>	<hr/>
Total	\$54,854,339	\$50,655,295

---

Source: City of Halifax, Approved Current estimates, 1973



A Management Committee meets each Monday and it is

composed of: - City Manager, Chairman

- City Sollicitor

- Director of Development

- Director of Social Planning

- Director of Engineering and Works

- Director of Labour Relations

- Director of Finance.

In addition, a conference of all heads of department is held periodically as required.

The Fire and Police departments are not under the authority of the City Manager for administrative and personnel matters but are subject to the regular financial procedures of the City. These departments are under the authority of the Committee on Safety. (See part 2.4.1).

#### 4 Special authorities

There have been created 38 Boards, Commissions and special or Standing Committees in the City of Halifax. A brief presentation of the most important authorities (in terms of budget and activities) is given while other authorities are only cited and classified under their respective type of activity. (See Figure 3 for the City of Halifax Corporate organization chart).

##### 4.1 Transit Corporation

The Board is composed of 8 members: the Mayor, 2 Aldermen, and 5 members appointed by Council.

Meetings are held every second Monday.

The Corporation was created by law (Chapter 94 of the Statutes of Nova Scotia, 1970), to establish, maintain, develop and operate a public transit service.

The Council approved a budget of \$3,086,614 for year 1973.

The City pays for the deficit of operation of the Corporation which is estimated at \$623,614 for 1973 financial year.

The Corporation is independent in its day-to-day functioning and is responsible only to the Council, but a close liaison was maintained with the City Departments through the Traffic Coordinating Committee and with the City manager with respect to finances.

##### 4.2 Board of School Commissioners

The Board is composed of 12 members: 6 appointed by the Governor in Council (the Cabinet of the province of Nova Scotia) and 6 appointed by the City Council. Meetings are held once a month, on the second Tuesday. Duties are to create and operate elementary,

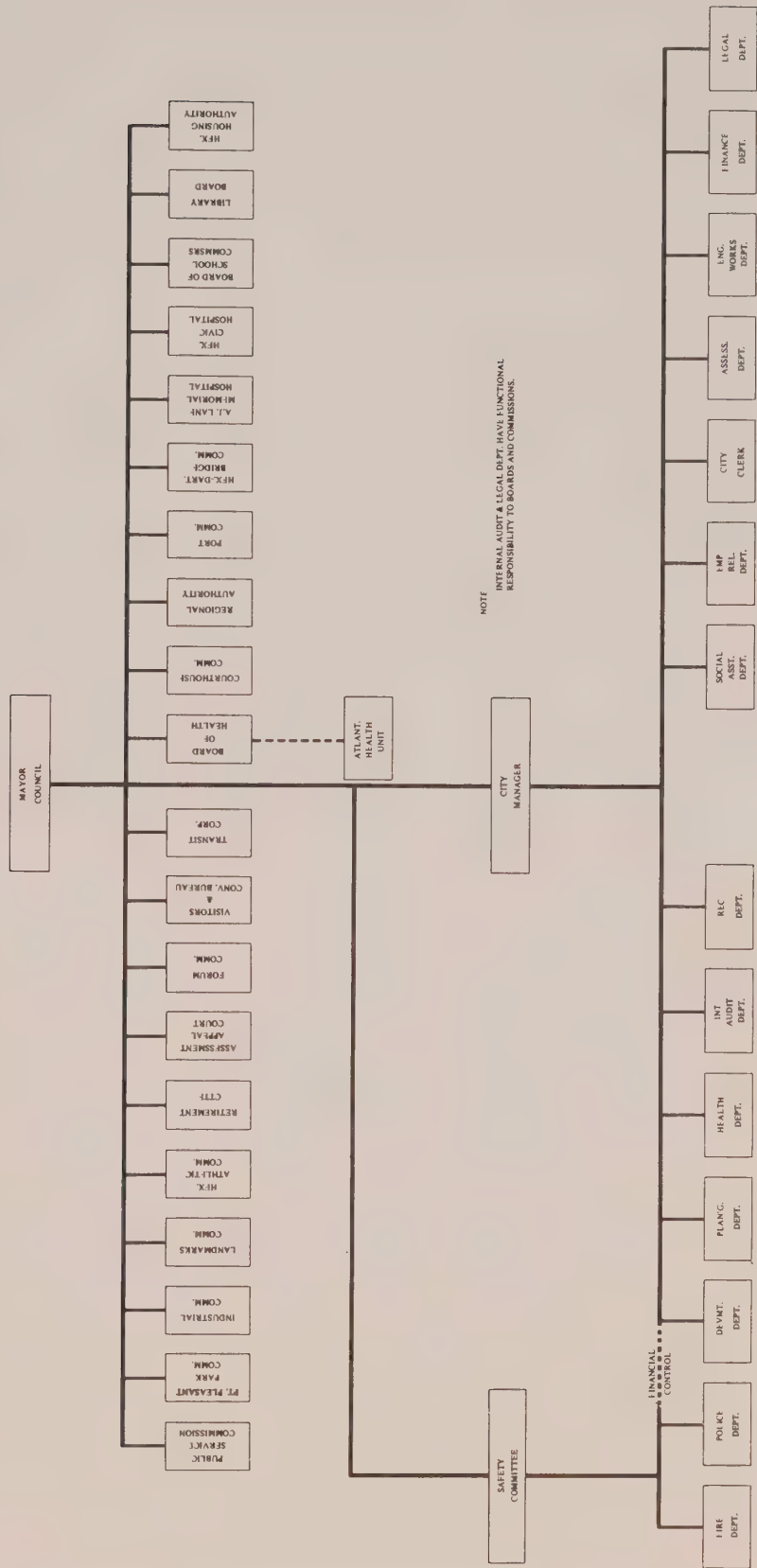


FIGURE 3 CITY OF HALIFAX CORPORATE ORGANIZATION CHART

JULY 1974

secondary and vocational school systems under sections 495 to 529 of the Halifax City Charter and provisions of the Education Act.

The Council approved a budget of \$21,277,260 for year 1973.

Under various programs of financial assistance administered by the Department of Education, the Province contributes to this expenditure. (In 1973, the Province contributed \$5,111,082, while the net cost to the City was \$16,166,178.

#### 4.3 Public Service Commission

The Board is composed of 5 members: the Mayor, one Alderman and 3 members appointed by the Council. Meetings are held the fourth Tuesday of each month.

Incorporated under the provisions of Chapter 55 of the Statutes of N.S., the Commission has powers to purchase, acquire, operate, manage and control the whole or part of any water works facilities or sewer systems in the City of Halifax or the Municipality of the County of Halifax. Actually the Commission operates the water supply system in complete financial autonomy, expenditures being covered by revenues from sale of water. Part of the water supply is bought from the City of Dartmouth.

#### 4.4 Joint Commissions

##### 4.4.1 Halifax-Dartmouth Regional Authority

Created under the provisions of Chapter 72 of Statutes of N.S. 1962 (amended by Chapter 80 of 1965 and Chapter 106 of 1967), the Board is composed of 6 members:

- the Mayor and one Alderman for the City of Halifax
- the Mayor and one Alderman for the City of Dartmouth
- the warden and one councillor for the Municipality of the County of Halifax.

The purpose of the authority is to accept and discharge any municipal responsibility conferred upon it by by-law duly passed by at least 2 participating bodies. The Authority has regular powers of a corporation to accomplish its mandate.

Actually, the three participating bodies agreed to confer to the Regional Authority a unique mandate, i.e. the administration of the regional jail.

#### 4.4.2 The Mayor represents the City on the Board of:

- Halifax-Dartmouth Bridge Commission (see part 2-B, point 2.1)
- Halifax-Dartmouth Port Commission (see part 2-A, point 2.2.1)
- Metropolitan Area Planning Commission (see part 2-A, pt. 2.1)

The City is also represented by appointees on the Boards of:

- Halifax Courthouse Commission (4 commissioners from the City of Halifax),
- Halicon (two appointees).

#### 4.5 Other Commissions

##### Recreation and Community Services:

- Point Pleasant Park Commission
- Forum Commission
- Halifax Athletic Commission
- Library Board
- Visitors and Convention Bureau
- Landmarks Commission
- Atlantic Winter Fair
- Natal Day Committee (ad hoc Committee)
- Recreation and Playground Committee

Health and Welfare:

- Board of Health
- Halifax Civic Hospital
- A. J. Lane Memorial Hospital
- Child Guidance Clinics

Justice:

- Arbitration Committee
- Court of Assessment Appeal
- Jury Committee (ad hoc Committee)

Administrative Matters: (ad hoc Committees)

- Committee on Unemployment
- Downtown Committee of Halifax
- Election Procedure Committee
- Fire protection Review Committee

Planning and Administration:

- Housing Authority
- Kline Heights Renewal Scheme Committee
- R-3 Zoning Control Committee (ad hoc Committee)
- Tax Concessions and Grants Committee
- Transit Coordinating Committee
- Traffic Authority and Traffic Board
- Retirement Committee (Advisory Committee and Executive Committee)
- University Parking Committee (ad hoc Committee)



## B The City of Dartmouth

### 1 General information

#### 1.1 Historical background

Dartmouth was settled in 1750 as an extension of Halifax's military and commercial operation. Being part of the County of Halifax, it was administered by a sheriff and a grand jury under the Court of Quarter Sessions until 1873. The City of Halifax was the first local entity to fight for its autonomy (granted in 1841 by its Charter) and Dartmouth followed the movement and became in 1873 the second local entity to be self-governed. Its town statute remained until 1961 when Dartmouth became a City with its own Charter.

1.2 Population	1966 - 58,745
	1971 - 64,770

#### 1.3 Area in acres

15,800 acres (estimated). (See Figure 4).

#### 1.4 Provincial Act regulating the City

Legislative Assembly has adopted a revised charter for the City of Dartmouth; Statutes of Nova Scotia 1970, Chapter 89, Dartmouth City Charter.



### 1.5 Relationships with other municipalities

There is no regional government as such. Joint commissions and authorities have been created for special purposes and some services are shared on a contract basis.

## 2 Political structures

### 2.1 General form

The City has a Council-Manager form of government. (See Table 3 for a list of the members of the Council).

### 2.2 Eligibility regulations

2.2.1 Universal suffrage for Canadians and British subjects of 19 years or more who were resident since the 1st of May of election year (no property requirements). In addition non-residents who are assessed in respect of real property within any polling district to the value of \$300. and over are eligible.

2.2.2 Any Canadian citizen, resident of the City for one year preceding election day, of at least 21 years of age and whose name appears upon the assessment role of the City is eligible to run for office.

Disqualification includes indebtedness to the City, employment with the City, contracts with the City, membership in the House of Commons or Senate of Canada.

### 2.2.3 Procedures for election

Elections are held the third Saturday of October through a ward system, 14 Aldermen being elected in 7 wards, 2 in each ward. The Mayor is elected at large.

During the first year, 7 Aldermen and the Mayor are elected, the other 7 Aldermen being elected during the second year. The third year is left without election.

Table 3 List of officials of the City of Dartmouth

---

City Council

Mayor	- Mrs. Eileen Stubbs	
Deputy Mayor	- John MacCormac	
Aldermen	- John Kavanaugh	- Ward I
	George Ibsen	
	Ronald M. Smith	- Ward II
	L. W. Granfield	
	Thomas B. Davis	- Ward III
	Hart Day	
	Donald McDonah	- Ward IV
	Louis Cote	
	J. D. C. MacCormac	- Ward V
	Chester Sanford	
	Donald K. Walkey	- Ward VI
	C. D. Ritchie	- Ward VII
	Lauchlan Fredericks	

## Administration

City Administrator	- C. A. Moir
Clerk and Treasurer	- N. C. Cohoon
Assessor	- W. J. Symonds
Purchasing officer	- W. M. Whitman
Chief Engineer	- R. J. Fougère
Planning and Development	- D. A. Bayer
Recreation	- D. A. Lynch
Welfare Services	- W. M. MacNeil
Police Department	- R. Smith
Fire Department	- C. Findlay
Industrial Promotion officer	- vacant

(November 1973)

The Aldermen are elected for a term of three years, without any limitation on the number of terms. The office is regarded as a part-time appointment.

In 1970, actual votes were 9,445 for 30,364 registered voters, a turnout of 31%.

A referendum can be held on matters decided by the Council; procedure and forms applicable for election of Mayor and Aldermen shall be used in such a case. Specific by-laws regulating referendum procedures shall be approved by the Minister of Municipal Affairs. There has been no such recourse in the last years.

#### 2.2.4 Political party

There is no form of political party at municipal level in Dartmouth.

### 2.3 The Council

#### 2.3.1 Members

The Council is formed of 14 Aldermen and the Mayor, with the Mayor presiding with a casting vote only.

#### 2.3.2 Meetings

The Council holds meetings the 1st Tuesday of every month and, if necessary, the 3rd Tuesday of every month.

#### 2.3.3 Powers of the Council

Council carries out its functions through adoption of regulations or by-laws. Specific procedure is established for adoption of by-laws: 3 distinct and separate readings before it is finally passed and not more than two readings shall be had at one meeting of the Council (section 126).



Charter gives powers to the City to achieve specific functions (sections 135 to 182):

- determination of land use and establishment of regulations in regard to land use: planning, zoning, building construction;
- undertaking of works to organize land use: streets, water supply and sewer, housing;
- operation of services for the Community: transportation, police, fire, health and welfare, education and recreation.

Charter gives to the City powers to establish mechanisms to achieve above mentioned specific functions:

- Administration (section 183-217)
- Taxation and finance (section 218-291)
- Assessment (section 292-323)
- Boards and Commissions (section 324-341)
- Liens and tax collection (section 342-378)
- City Court (section 379-400)
- Legal proceeding (section 401-447).

"In addition to powers specifically allotted to it, the Council has the power to do all such things as are incidental or conducive to the exercise of the allotted powers".  
(Section 138).

#### 2.3.4 Control of Council's decisions

No additional approval is needed for a by-law duly adopted by the Council, exception existing for powers conducted by by-laws under 47 sections of the Charter which require approval of the Minister of Municipal Affairs.

Main powers affected by this disposition are the re-definition of ward boundaries, Aldermen and Mayor's duties, referendum procedure, housing and development schemes, establishment of Boards and Commissions, technical planning board and development officers, building by-laws and most of the by-laws regarding taxes and assessment.

(List of these exceptions are given in Schedule, Part III, P. 280, Dartmouth City Charter).

## 2.4 The Committees

The Council has recently decreased the number of Committees to two:

### Committee on Planning Development and Operations

Members: 7 members from different wards.

Meetings: 4th Tuesday of every month.

Powers: Committee is advisory to Council on policy matters and specific subjects referred to the Committee by the Council.

### Committee on Finance and Social Services

Members: 7 members from different wards and who are not members of Committee on Planning.

Meetings: 2nd Tuesday of every month.

Powers: Committee is advisory to Council on policy matters and specific subjects referred to the Committee by the Council.

## 2.5 The Mayor

Term of office: The Mayor is elected for three years, without any limitation on the number of terms. The office is regarded as a part-time appointment.

Election and mandate: see point 2.2.2 eligibility and

2.2.3 election procedure.

Powers of the Mayor: The Mayor is the chief officer of the City. He presides over the meetings of the Council and of the Committees with only a casting vote.

### 3 Administrative structures

#### 3.1 General

Dartmouth has a City Manager system.

(See Figure 5 City of Dartmouth Organization chart).

#### 3.2 Staff

Approximately 700 full-time employees (excluding the teachers but including employees of the special authorities and wage-earners employed with various departments of the City).

#### 3.3 Departments

The City created 9 departments, 3 for internal administration, 4 for City services and the departments of fire and police. (See By-law C-7. 1962).

Every department has a director appointed by the Council who is responsible for the good administration of the department to the Council through the City administrator.

In addition, the Council created, and placed directly under its authority, an industrial promotion officer. (By-law No. 96, 1966).

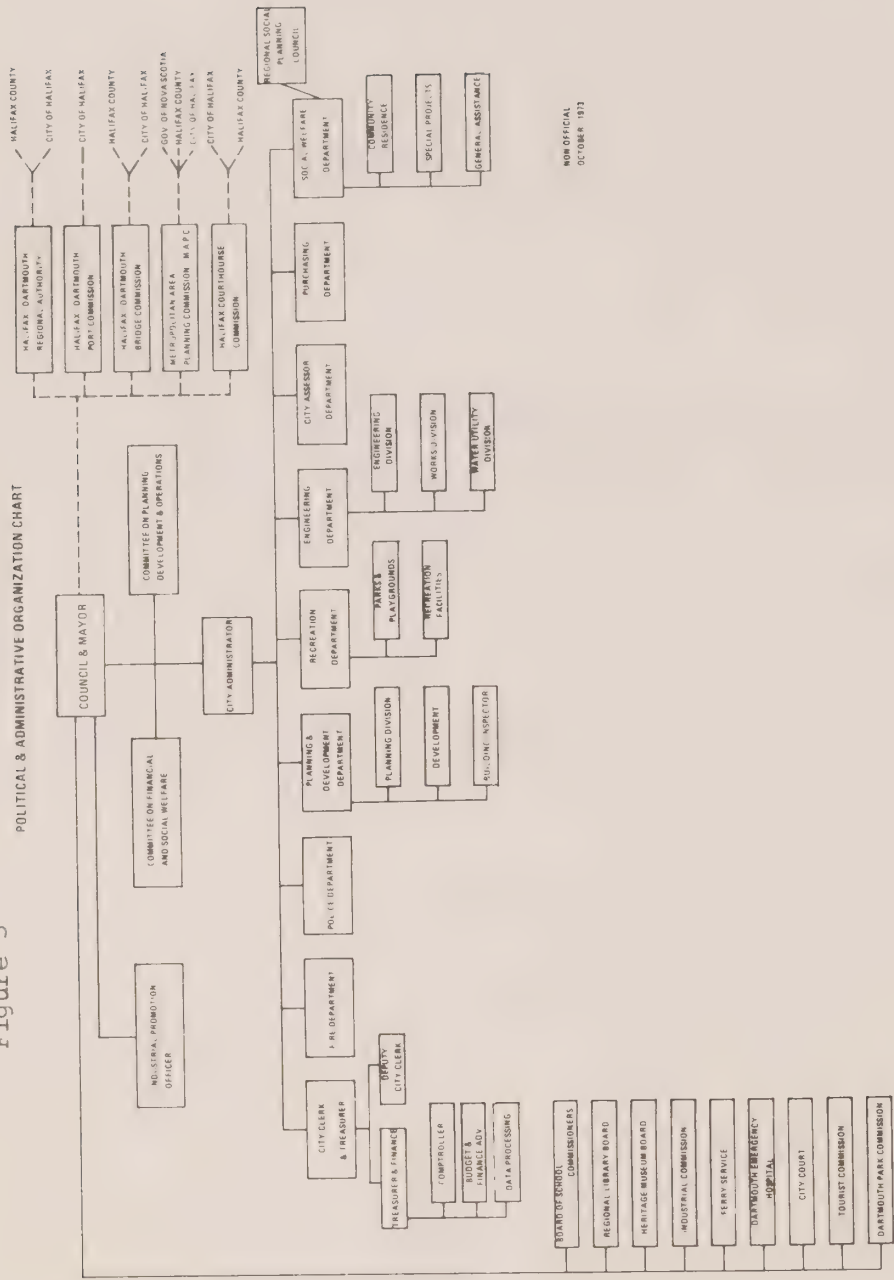
##### 3.3.1 Recreation department

Duties: The department has a mandate to organize recreation activities and to provide the necessary equipment.

Organization and Staff: 9 employees in 3 divisions

- Parks and playgrounds
- Recreational activities
- Special programs.

Figure 5  
CITY OF DARTMOUTH  
POLITICAL & ADMINISTRATIVE ORGANIZATION CHART



NON OFFICIAL  
OCTOBER 1973

Budget (1973 estimates): \$659,900.

### 3.3.2 Social Services department

Duties: The department has a mandate to administer welfare payments and to establish community services with the objective of social development.

Organization and Staff: 19 employees in 3 divisions

- Community Residence (3 employees)
- Special Programs (1 employee)
- General Assistance (9 employees).

Budget (1973 estimates): \$2,239,700 including \$1,537,900 for welfare payments.

### 3.3.3 Engineering department

Duties: The department fulfills 3 broad mandates

- engineering design, survey control, and supervision of projects of the works division, or capital projects conducted by other departments;
- regular public works (street, drainage and sanitary sewage systems, garage and public buildings);
- maintenance and operation of water system.

Organization and Staff: 162 employees in 3 divisions

- Engineering (40 employees)
- Works (80 employees)
- Water Utility (35 employees).

Budget (1973 estimates): \$2,183,000 for Engineering and Works divisions. Water Utility division operates independently covering expenditures with revenue from sale of water. Actual expenditures for the Water Utility Division for year 1972 were \$1,836,679, the accumulated deficit being \$1,809,014.

### 3.3.4 Planning and Development Department

Duties: The department has a mandate to prepare a master plan for the City (as dictated in the Planning Act), to prepare zoning and subdivisions regulations and to assume building inspection in accordance with City regulations.

Organization and Staff: 11 employees in 3 divisions

- Planning (1 employee)
- Development (8 employees)
- Building inspector (3 employees).

These are formal divisions. The director of the department is actually head of Planning division. There also exist close working relations between Planning and Development divisions.

Budget (1973 estimates): \$117,600.

### 3.3.5 Internal administration departments

- City Clerk and Treasurer (25 employees with a budget estimate for 1973 of \$389,400 including the expenditures for the City administrator's office).
- Assessment department (6 employees  
Budget 1973 estimates: \$71,000).
- Purchasing officer (5 employees  
Budget 1973 estimates: \$40,900).

### 3.3.6 Other departments

- Police department (100 employees  
Budget 1973 estimates: \$1,215,000).
- Fire department (104 employees  
Budget 1973 estimates: \$1,626,700).

(See Table 4 for Dartmouth City Budget).

- Industrial promotion and public relations officer.

Duties: The officer has a mandate to collect statistics and information relative to industrial and tourist promotion and provide this information to manufacturers and others and organize publicity for tourists.



Table 4 City of Dartmouth 1972-73 estimates

---

Description	1973	1972
General government services	\$ 878,100	\$ 836,960
Protective services	2,951,500	2,717,430
Transportation services	1,555,100	1,388,620
Environmental Health services	627,900	526,300
Public Health and Welfare services	2,255,700	1,779,400
Environmental Development services	186,900	180,170
Recreation and Cultural services	694,200	560,550
Fiscal services	13,936,100	11,444,870
	<hr/>	<hr/>
	23,085,500	19,434,300

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Source: City of Dartmouth, 1973 Estimates.

As public relation officer, he shall provide liaison between the City and organizations having civic interests, the news media and the general public.

Staff: 1 employee. The position is vacant at the present time.

### 3.4 Administrative superstructure

The City Administrative Officer is called "City Administrator", and is appointed by the Council.

He acts as:

- chief administrative officer
- director of personnel and labour relations
- coordinator between departments through an informal management committee held once a week (each Tuesday morning) regrouping all heads of departments.  
Agenda is prepared by the City administrator;
- officer responsible for relations between administrative and political levels. There is no direct contact between Committees of the Council and corresponding departments;
- coordinator between special authorities and City departments.

## 4 Special authorities

### 4.1 The School Board

Duties: As specified in the Education Act and sections 324 to 341 of the City Charter, to control and manage the public schools of the City.

Functioning: The Board of Commissioners is composed of 15 persons, 9 from the Council of Dartmouth and 6 appointed by Governor-in-Council of N.S. They meet once a month.

The Board has 122 employees (administrative and support) and 961 teachers.

The Council has approved a budget of \$11,757,400 for year 1973. From an administrative view point the functioning of the School Board is closely related to the administrative process of the City:

- through the Board of Commissioners: 9 out of 15 members being members of the Council;
- through personnel administration: labour relation and wage policy established and managed at the office of City administrator;
- through financial administration: city clerk and treasurer and budget officer are responsible for budget operations of the School Board. Budget shall be approved by the Council;
- through support services: engineering department provides an ad hoc basis technical support to the School Board.

### 4.2 Ferry service

Duties: To operate a ferry service for pedestrians between Dartmouth and Halifax Harbour.

Functioning: The Ferry service is directly administered by the Council (there is no Board). The service has 19 employees and had expenditures of \$310,655 for the year 1972. The City gives no subsidy to the service, all operation expenses being covered by fare revenues. The bus transit company is privately owned in Dartmouth and receives no subsidy from the City.

#### 4.3 Dartmouth Industrial Commission

Duties: The Commission has been created by by-law to organize industrial promotion and recommend industrial policy to the City Council.

Functioning: The Commission is composed of 11 members (the Mayor, 5 Aldermen and 5 citizens chosen by the Council). The Council has approved budget estimates of \$34,000 for the year 1973.

The Burnside industrial park is directly administered by the Council with recommendation from the Industrial Commission.

#### 4.4 Joint Commissions

##### 4.4.1 Mayor represents the City on the Board of:

- Halifax Dartmouth Regional Authority (see part 1-A, pt.4.4.1)
- Halifax Dartmouth Bridge Commission (see part 2-B, point 2.1)
- Halifax Dartmouth Port Commission (see part 2-A, point 2.2.1)
- Metropolitan Area Planning Commission (part 2-A, point 2.1.1)

##### 4.4.2 Other Joint Commissions

- Regional Social Planning Council.  
(1973 estimates: \$5,400).

#### 4.5 Other special authorities

- Dartmouth Emergency Hospital  
Budget (1973 estimates): \$426,000 which the City shares  
for an amount of \$29,000.
- Court: Budget (1973 estimates): \$58,500.
- Tourist Commission (1973 estimates): \$14,300.
- Dartmouth Park Commission (1973 estimates): \$14,000.
- Heritage Museum Board (1973 estimates): \$32,800.
- Regional Library Board (1973 estimates): \$212,000.

## C The Municipality of the County of Halifax

### 1 General information

#### 1.1 Date of incorporation

In 1759, the province was divided into five Counties, including the County of Halifax which included the townships of Halifax and Dartmouth. For local purposes, it was administered under the Court of Quarter Session system by a sheriff. After the incorporation of Halifax (1841) and Dartmouth (1873), which made those cities geographically but not politically part of the County, the House of Assembly adopted the County incorporation Act in 1879.

The Municipality of the County of Halifax was incorporated under this Act in 1880.

1.2 Population	1966 - 93,843
	1967 - 96,164
	1968 - 64,175
	1969 - 66,982
	1970 - 72,323
	1971 - 80,767
	1972 - 88,558

On January 1st, 1969, the City of Halifax annexed 17.5 square miles from the Municipality of the County of Halifax, known as Halifax Mainland which explains sharp decrease in population figure for the year 1968.

Half of the population is concentrated into Bedford-Sackville Area of the Municipality (pop.: 36,000).



### 1.3 Area

The total area of the County, not including Cities of Halifax and Dartmouth is 2,166 square miles (1,386,240 acres), most of which is rural (see Figure 6).

### 1.4 Provincial Act regulating the County

The Municipal Act, Revised Statutes of Nova Scotia 1972.

### 1.5 Relationships with other municipalities

Inside the area of the Municipality of the County, there is one village, Uplands Park, created under provisions of the Town Act (Chapter 309, Revised Statutes of Nova Scotia 1967) and 5 special Commissions incorporated by special Act:

- Bedford Service Commission
- Port Wallis, Woodlawn and Cole Harbour Service Commission
- Waverley Ratepayers Association
- District 23 Ratepayers Association.

Ad hoc relationships at the regional level are maintained through joint organizations.

Figure 6



Atelier de CARTO UQAM

## 2 Political structures

### 2.1 General form

The Municipality has a Council-Committee System. 17 Councillors are elected in 17 polling districts. (See Table 5 for a list of the Councillors).

### 2.2 Eligibility regulations

#### 2.2.1 To vote: - age: 21

- property: no requirement
- residence: voter has resided in the Municipality for 8 months preceding polling day;
- citizenship: Canadian or British Subject.

#### 2.2.2 To be a candidate as Councillor:

- age: 21
- property: no requirement
- residence: no regulation
- citizenship: Canadian or British Subject; disqualification includes indebtedness to the Municipality, employment and contracts with the Municipality, bankruptcy, membership in the House of Commons or Senate of Canada.

#### 2.2.3 Procedures for election

Election of Councillors shall be held on the 3rd Tuesday of October 1955 and on the 3rd Tuesday of October, in every 3rd year thereafter through the polling district system (section 15).

Table 5 List of officials of the Municipality  
of the County of Halifax

---

1 Council of the Municipality

District No. Councillors 1973-1976

1	J. Garfield Killam
2	Gordon W. Nicholson
3	Granville A. Moser
4	Albert R. Williams
5	William P. Anderson
6	Eugene Deveau
7	Ira S. Settle
8	Arnold Johnson
9	Nelson E. Gaetz
10	George R. Smith
11	Arthur C. MacKenzie
12	Ralph H. McCabe
13	Kenneth J. Streach
14	Mrs. Silvia Hudson
15	Glen H. Slauenwhite
16	Archie D. Fader
17	A. Webb Dunbar

2 Administration of the Municipality

Clerk and Treasurer	Harry G. Bensted
Planning and Development	Robert E. Gough
Municipal Collector	Gerard S. Kelly
Building Inspector	D. A. Vincent
Welfare Services	Edward C. Mason
Engineering	M. Gallagher
Accountant	J. F. R. McMahon
Municipal Assessor	W. M. Purcell

3 Special Authority

Municipal School Board	- R. H. McCabe	- Chairman
Industrial Commission	- Harry G. Bensted	- Secretary
County Board of Health	- Harry G. Bensted	- Secretary

(October 1973)

---

Sections 16 to 18 of the Municipal Act determine specific procedures for election.

The Council created 17 polling districts, each district electing one Councillor for a three-year term (part-time with no limitation for successive mandates).

In 1973, actual votes were of 16,034 for 47,932 registered voters.

A Referendum can be held on any question if requested by:

- resolution of the Council
- resolution of the Committee on Finance
- a direction in writing filed with the clerk and signed by Councillor for each polling district all or part of which is contained in the area for which the plebiscite is to be held.

(A plebiscite was actually held in Sackville Area in 1971 for the establishment of recreation facilities).

#### 2.2.4 Political party

There exists no form of political party at municipal level in the County of Halifax.

### 2.3 Council

#### 2.3.1 Members

Composed of 17 Councillors including the warden and the deputy-warden.

#### 2.3.2 Meetings

At least two meetings should be held each year (section 87).

Actually Halifax County Council held 3 meetings in 1973, in March, April and May.

### 2.3.3 Powers of the Council

The Council carries out its functions through adoption of regulations or by-laws within specific procedure. Every by-law shall be subject to the approval of the Minister of Municipal Affairs.

The Council has general powers to:

- establish ferry service and wharves
- authorize Standing Committee to enter into contracts
- fix number, duties and salaries of City officers
- enter into agreement for housing and town planning, for libraries, vocational schools and highways
- vote, rate, collect, receive, appropriate and pay money according to the powers of the Council (section 133).

More specifically, the Council has power to:

- acquire and operate municipal property
- fix area rate
- make expenses for specific purposes
- to prepare estimates and to borrow funds
- to establish a County Fund
- to hold plebiscite
- to expropriate
- to create woodland reserves
- and to regulate municipal functions and activities by by-law (sections 136 to 228).

Since every by-law must be approved by the Minister of Municipal Affairs and the regulating law is very precise on every specific power of the Council, it can be said that the capacity for intervention by the Municipal Council is relatively limited when compared to that of the City Councils.

## 2.4 Committees

The Council created 5 Committees, as specified in sections 96 and 97 of the Municipal Act.

#### 2.4.1 Finance and Executive Committee

Members: 7 members including the warden and deputy-warden.

Meetings: "fairly regular basis" usually twice a month.

Powers: The Committee works by adopting resolutions which are transmitted to Council for approval.

The Committee is responsible for:

- all financial matters in the municipality including financial management of special authorities;
- all other matters not specifically allocated to a Committee of the Council.

#### 2.4.2 Planning Advisory Committee

Members: 6 members of Council including the warden and the deputy-warden.

Meetings: each week (Monday morning).

Powers: The Committee advises Council on matters regarding zoning and approval of subdivision plans.

The Committee holds public hearings on these matters and is responsible to the Council for the work of the Planning department.

#### 2.4.3 Welfare Committee

Members: 5 members of the Council.

Powers: The Committee advises Council on matters regarding administration of the Social Assistance Act and the functioning of the Department of Welfare.

#### 2.4.4 Public Works Committee

Members: 5 members of the Council.

Powers: The Committee advises Council on matters regarding street opening and paving, sewer construction and the functioning of the Engineering department.

The Committee is also responsible for preparation of agreements on these matters with provincial departments and other municipal administrations.



#### 2.4.5 School Capital Program Committee

Members: 5 members of Council including the deputy-warden.

Powers: The Committee advises the Council Committee, inquires and makes recommendations about all new school requirements or improvements to existing schools and proposes financing plans and possible (implementation) agreements.

N.B. Nominations for Committees are made by Council on recommendation from a Nomination Committee.

### 2.5 The Warden

#### 2.5.1 Election

See point 2.2.2 and 2.2.3.

The Warden is elected from among members of the Council by the Councillors. If the Council neglects to elect the Warden, the Governor-in-Council of N.S. may appoint the Warden.

#### 2.5.2 Powers and duties

As Chief executive officer of the Council, the Warden presides at Council Meetings and has the right to vote. There is no casting vote, a tie vote signifying that motion is rejected.

The Council shall appoint a Deputy-Warden.

### 3 Administrative structures

#### 3.1 General

The Municipality has a Committee-Department system.  
(See Figure 7).

#### 3.2 Staff

105 employees excluding teachers and employees of the special authorities.

#### 3.3 Departments

The Municipality created 8 departments: 4 for internal administration and 4 for Municipality services.

##### 3.3.1 Building Inspector

Duties: the building inspector issues construction permits, inspects buildings and ensures their conformity with existing regulations.

Staff: 9 employees.

Budget (1973 estimates): \$71,373.

##### 3.3.2 Department of Welfare Services

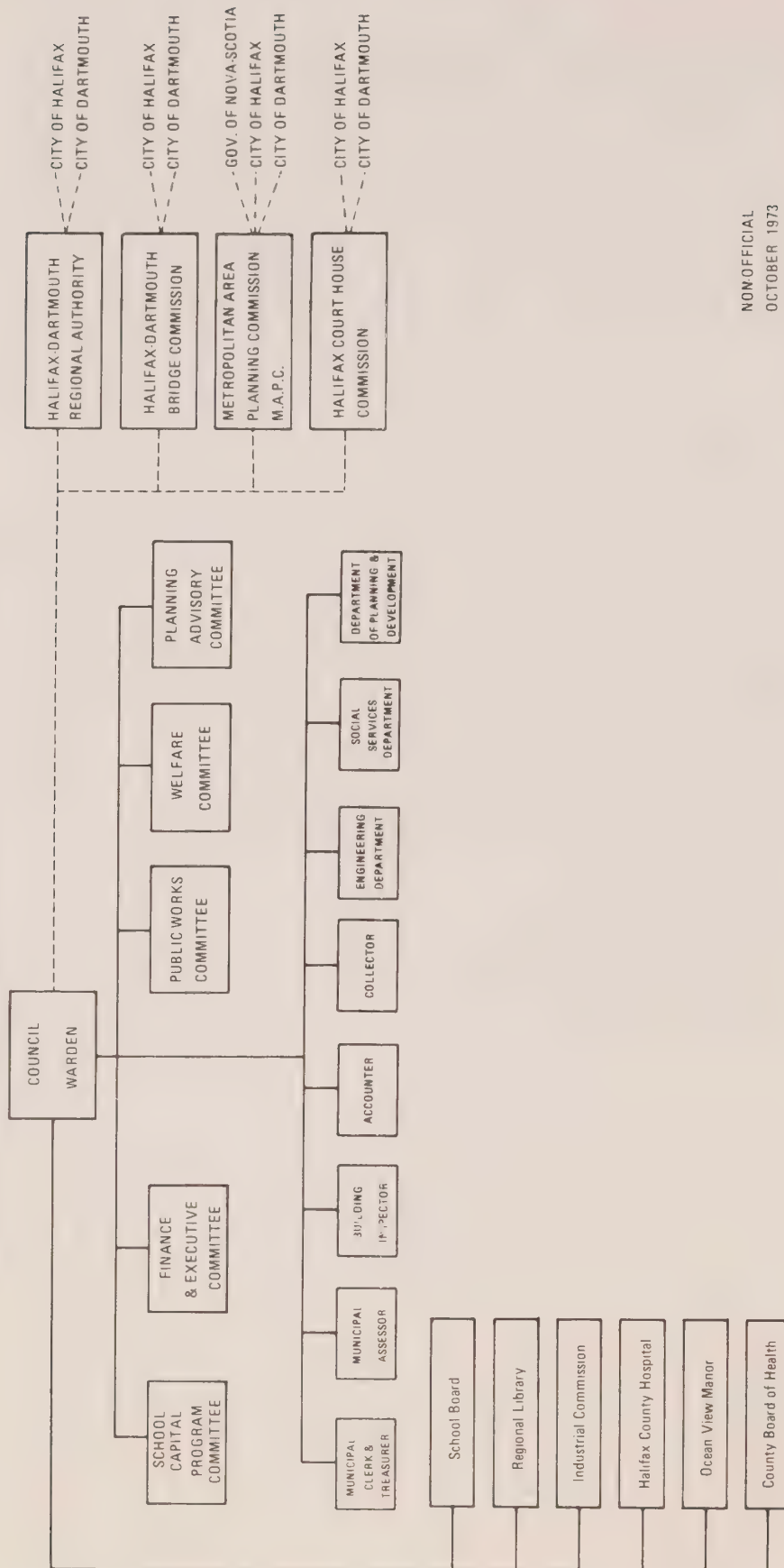
Duties: the department administers welfare payments and aid to Homes for special care.

Staff: 20 employees.

Budget (1973 estimates): \$2,426,030. This expenditure is shared by the provincial government for an amount of \$1,618,000. The net cost to the Municipality is \$808,030.

Figure 7

MUNICIPALITY OF COUNTY OF HALIFAX  
POLITICAL & ADMINISTRATIVE ORGANIZATION CHART



NON-OFFICIAL  
OCTOBER 1973

### 3.3.3 Department of Engineering

Duties: the department prepares in collaboration with competent authorities, plans for public works (road, sewer and water supply) and makes provisions for the execution of these plans.

Staff: 20 employees.

Budget (1973 estimates): \$152,000.

### 3.3.4 Department of Planning and Development

Duties: the department prepares and administers zoning and subdivision regulations.

Staff: 8 employees.

Budget (1973 estimates): \$64,000.

### 3.3.5 Internal Administration departments

- Municipal Clerk and Treasurer (7 employees  
Budget: \$134,608)

N.B. In addition to duties assigned to Municipal Clerk in sections 103 to 110 of the Municipal Act, the Municipal Clerk and Treasurer is:

- a) responsible for personnel management and labour relations;
- b) secretary of the Industrial Commission;
- c) secretary of the County Board of Health;
- d) performs duties normally assigned to a City Manager (see infra point 3.4).

- Municipal Assessor (14 employees  
Budget: \$138,400)
- Accounting Department (7 employees  
Budget: \$60,200)
- Collector Department (9 employees  
Budget: \$131,200)

N.B. Police protection is the responsibility of the government of Nova Scotia. For fire protection, the equipment is provided by the Municipality, while fire fighting companies are contracted in each area.

### 3.4 Administrative superstructure

The Municipal Act has no provision for administrative superstructure. Actually, the Municipal Clerk's and Treasurer's main responsibilities are to insure coordination between administrative services and create contacts between political and administrative levels.

## 4 Special authorities

### 4.1 The School Board

Duties: under provisions of the Education Act and sections 221 to 226 of the Municipal Act, the School Board shall provide education, erect and maintain buildings and equipment for educational purposes.

Functioning: the Board is composed of 7 members, i.e. 5 Councilors and 2 provincial appointees.

The Council approved a budget of \$15,740,571 shared as follows:

\$5,600,182 from the Municipality

\$ 147,090 from the Government of Canada

\$9,901,030 from the Government of N.S.

The rest of expenditures is provided by the Board's own revenue.

The Board has 525 teachers and 69 employees for administrative and support services (excluding employees of pupil transportation service).

Close contact is maintained between the School Board and the Council through the School Capital Program Committee for capital projects and through Council's representation on the Board for general administration.

### 4.2 Halifax County Industrial Commissions

Duties: under provisions of the Bonus Act, the Commission has a mandate to administer Lakeside Industrial Park created in 1967 and to provide industries with tax exemptions.

Functioning: the Commission is composed of 5 members (local businessmen) appointed by the Council. The Municipal Clerk acts as secretary of the Commission.

The actual expenditure for year 1972 amounts to \$2,074,460. The Commission received a grant of \$628,806 from the Atlantic Development Board and sold industrial space for an amount of \$472,446.

Not included in the Commission's revenues are the tax revenues from industries operating in the park, which provided a tax revenue of \$91,759 for the year 1972. And as tax agreements with industry expire, the Municipality expects to increase substantially its tax revenues for the next 10 years.

#### 4.3 Joint Commissions

The Warden and one Councillor represent the Municipality on the Board of:

- Halifax-Dartmouth Regional Authority (see part 1-A, point 4.4.1),
- Halifax-Dartmouth Bridge Commission (see part 2-B, point 2.1),
- Metropolitan Area Planning Commission (see part 2-A, point 2.1),
- Halifax Court House Commission.

#### 4.4 Other Special Authorities

- Halifax County Hospital
- Ocean View Manor
- County Board of Health
- Regional Library Board.



## II Political and administrative structures and urban development

The purpose of this second part of the Halifax-Dartmouth area study is to review municipal bodies which intervene in the urban development process, specifically through land use planning and transportation policies. In order to present a more complete picture, we will include in this review provincial and federal departments and agencies which influence or have a direct impact on land use or transportation in the metropolitan area of Halifax-Dartmouth.

## A Land use

### 1 Municipal

Each of the three local governments that we have studied have established, at the political level, a Planning Committee and, at the administrative level, a department of planning and development (or two distinct departments as it is in Halifax). These structures have been set up under the provisions of the Planning Act (Chapter 16 Statutes of Nova Scotia 1969).

The provisions of the Planning Act applicable to municipalities include:

- a) the preparation of a municipal development plan by the municipalities in accordance with a regional plan formerly prepared and adopted by the Minister of Municipal Affairs. This plan should be presented within 2 years of the regional plan coming into force. The provincial government may share the cost of realisation of the municipal plan.

This plan will include statements of policy with respect to the objectives of the municipality for its future development for the use of lands, for the reservation of land for public purposes, for transportation, for the provision of municipal services, for the programming of investments, for urban renewal and housing, and for the co-ordination of public programs of City Council. (Sections 12 and 13).

- b) the creation, by resolution of the Council, of a Planning Advisory Committee to assist the Council in the exercise of any power under this act.
- c) the adoption of a zoning by-law in conformity with the municipal plan and the appointment of a development officer who shall administer the zoning by-law and grant development permits (sections 33 to 44).

- d) the preparation of regulations respecting subdivisions of land by the development officer (section 49). These provisions have led to the creation of specific structures in local governments which are now described.

## 1.1 Existing structures in the City of Halifax

1.1.1 The City Planning Committee (a Committee of the City Council)  
The Committee of the Whole Council deals mainly with the application of zoning and subdivision regulations and is therefore considered as an "administrative" Committee rather than a "policy making" one with regard to land use. Policy propositions are transmitted to the Committee for discussion. Policy making decisions are not uncommon for this Committee.

## 1.1.2 The Planning Department

Administrative Order 13 of February 1971 provided the Planning Department with a mandate to formulate lasting objectives and policies for the City's growth to prepare a general development plan, neighbourhood plans and general plans for community facilities. (See above part 1-A, 3.3.1).

Three out of the four divisions are concerned with physical local planning (Urban design, Development policies and Standards and District Planning). The Long Range Plan Making Division works under the authority of the Senior Planner (the position being vacant at the present time, that falls under the department head) in the development of a general plan and long term guidelines for development policies.

To fulfill its mandate, the department has produced three main documents:

- What kind of a City do we want, in August 1971, was a report on objectives, submitted to Council for discussion.

- Master Plan Report, in 1972, was the presentation of overall development objectives for the City and detailed recommendations on each subject matter listed in the Planning Act.
- Statements of Policy regarding the Development of Halifax: Municipal Development Plan, 1973, is a statement of policies that may be seen as a synthesis of the two previous reports.

### 1.1.3 The Development Department

This department is mainly devoted to the operational aspect of land use planning.

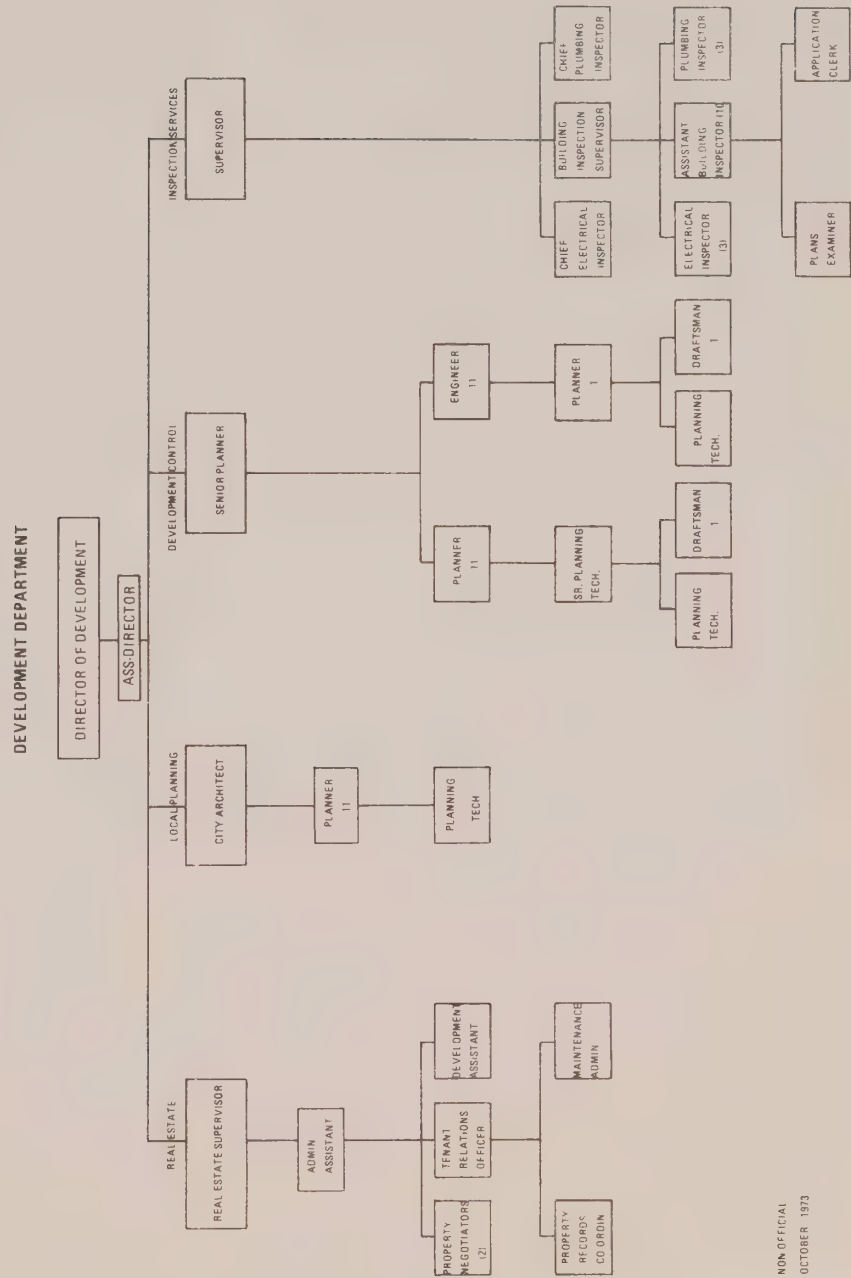
Through its real estate division, the department may purchase land for development (for housing or commercial purposes). As an illustration of this specific task, the Department of Development, twelve years ago, acquired lands necessary to the implementation of the Scotia Square project in downtown Halifax (this project necessitated an investment of \$82 million).

The Department is also responsible for the application and revision of existing zoning and subdivision by-laws in conjunction with the Planning Department. This task involves a more formalized procedure since Council has to approve every amendment to existing by-laws and since there is also procedure for appeal, within 30 days, to the Provincial Appeal Board. Zoning regulations have existed for the peninsula since 1951 while the mainland part of the City has had zoning regulations since 1961.

An important part of the Department's mandate is its responsibility to maintain close working relations with provincial and federal departments responsible for planning and development matters. Accordingly, the director of the department was member of the task force on land use for the elaboration of the Halifax-Dartmouth Regional Development Plan.

While the Planning Department may be considered as a research and consultative body, the Development Department is oriented towards implementation of development policies (see Figure 8 for the Organization Chart of the department).

Figure 8 CITY OF HALIFAX



NON OFFICIAL  
OCTOBER 1973

## 1.2 Existing structures in the City of Dartmouth

### 1.2.1 The Committee on Planning Development and Operations

This Committee of the City Council works in an administrative perspective rather than a policy making one, as in the case, for the City Planning Committee in Halifax. It is the Whole Council which receives written representation from citizens and community groups on planning matters.

### 1.2.2 The Planning and Development Department

Although the organization chart shows formal division inside the Department, it functions as a single unit with equal attention given to both planning and development matters.

The Department is therefore responsible for preparing and administering zoning and subdivisions regulations. It also prepared an Official Town Plan in 1966 which was adopted by the City Council. This plan was revised in 1971 in the Municipal Development Study and Plan and adopted by City Council in June, 1973. This revision was necessary to adapt the 1966 plan to the rapid growth of the City and to take into account the general outline established by MAPC (Metropolitan Area Planning Committee) in its Regional Plan. The revised plan has been presented to the Minister of Municipal Affairs as provided for in the Planning Act, but has not yet been adopted. (November 1973).

### 1.2.3 The Dartmouth Industrial Commission

Created by by-law 140, the Commission is composed of eleven members: the Mayor, five Councillors and five citizens appointed by the Council. It has a mandate to organize, in cooperation with the Industrial and Public Relation Officer, the promotion of industrial land capability of the City of Dartmouth. The Commission may also recommend to the Council projects for servicing new industrial sites and to improve the facilities of the city owned Burnside Industrial Park.

A total of 620 acres of industrial land have been developed out of a potential area of 1,935 acres. The developed section is divided into three areas:

- North Dartmouth including the Commodore (privately owned) and the Burnside (city owned) industrial parks and a number of individual sites.
- South Dartmouth where 85% of the land developed had occurred on property owned by Imperial Oil. The rest of the land covers the provincially owned industrial park (40 acres).
- Harbour Shoreline with 100 acres occupied by four owners including the Naval Armaments Depot.

The City's plan had, as its objective, the concentration of industrial development in the northern part and therefore gave the Industrial Commission a mandate to service necessary lands and to promote the development of this particular part of the City.

### 1.3 Existing structures in the Municipality of the County of Halifax

The Planning Committee and the Department of Planning and Development were identified and described in the first part of the Halifax area report (see pages 49 & 53). Their main concern is zoning and subdivision under a 1961 by-law. This by-law has significance mainly for the suburban area (the rural area being within the General Building Zone which leaves this area outside formal control).

An Official Town Plan was created by a consultant firm in 1966 but steps were not taken to overhaul the zoning by-law and therefore this plan was never implemented.



## 2 Regional

Two groups of government organization are working at the regional level. The first one deals with a general approach to urban and regional planning while the second one involves a specific area of concern.

### 2.1 General planning

#### 2.1.1 The Metropolitan Area Planning Commission (MAPC-II)

- a) To understand the nature and role of MAPC, it is necessary to briefly recall the broad evolution of regional involvement in the development process. The Halifax-Dartmouth County Regional Planning Commission was created by the Nova Scotia Department of Municipal Affairs prior to 1970 in an attempt to consolidate the various planning efforts of each municipal unit.

However, very rigid working procedures combined with conflicts concerning priorities led to an impasse.

- b) In 1970, Provincial Government involvement in the planning process in the metropolitan area brought about the creation of an ad hoc body known as the Metropolitan Area Planning Committee (MAPC-I). This Committee was led by the Provincial Minister of Municipal Affairs and included seven officials from three local municipalities (a total of 8 members - 2 Cabinet Ministers, the Mayor and an Alderman from each City and the Warden and the Councillor from the County). They held frequent meetings, usually every two weeks.

Its principal task consisted of coordinating and supporting the completion of a regional development plan. The Committee formed a working group known as "The Core Committee" comprised originally of Secretary, Cabinet Committee on Planning and Policy, Director of the Community Planning Division of the Provincial Department of Municipal Affairs, City Manager of Halifax, the City Administrator of Dartmouth and the Clerk of the County of Halifax. A working

support staff of 24 persons from consulting firms was hired. This central organization established 8 ad hoc work groups for each sector of the plan: land use, transportation, water supply and waste disposal, welfare, recreation, housing, health and cultural affairs (see Table 6 for list of members).

From 1970 to 1973 senior levels of government invested around \$2 million in this planning process which resulted in the release, in May 1973, of the Halifax-Dartmouth Regional Development Plan, in the form of 13 sectional reports and a synthesis report. The area studied in the plan covers the cities of Halifax and Dartmouth plus the suburban part of the Municipality of the County of Halifax, an area of 223,000 inhabitants (see Figure 9). This plan is yet to be approved by the Provincial Cabinet (November 1973).

- c) The need for a continuing coordinated process was even greater after the publication of the plan because of the issues. At this juncture, and following the impact of the work of the newly formed Tri-Level Committee (see infra point 2.1.2), the Provincial Cabinet adopted in April 1973 an Order-in-Council creating the Metropolitan Area Planning Commission (known as MAPC-II).

Essentially a political body, the Commission is composed of the provincial Minister of Municipal Affairs, one representative to be appointed by the Minister, and two representatives from each of the three municipalities. For the nine months remaining in 1973, a start budget of \$75,000 was adopted. The provincial Department of Municipal Affairs contributed 50 percent and 50 percent was shared between the municipalities on the basis of assessment. For fiscal '74, the Province and the municipalities agreed to contribute \$115,000, and \$200,000 was to be contributed by the Ministry of State for Urban Affairs. Meetings are held regularly once a month and the agenda is prepared by the Executive Secretary on the advice of the Tri-Level Committee.

Table 6 List of members of the Metropolitan Area Planning  
Committee (MAPC I)

---

Hon. Fraser Mooney	Minister of Municipal Affairs, Chairman
Hon. Scott MacNutt	Minister of Health, Vice-Chairman
Mayor Walter Fitzgerald	City of Halifax
Mayor Roland Thornhill	City of Dartmouth
Warden Ira Settle	Municipality of the County of Halifax
Alderman Lou Moir	City of Halifax
Alderman Dick Welden	(Replaced later by Alderman Frank Barder) City of Dartmouth
Councillor Gordon Nicholson	Municipality of the County of Halifax

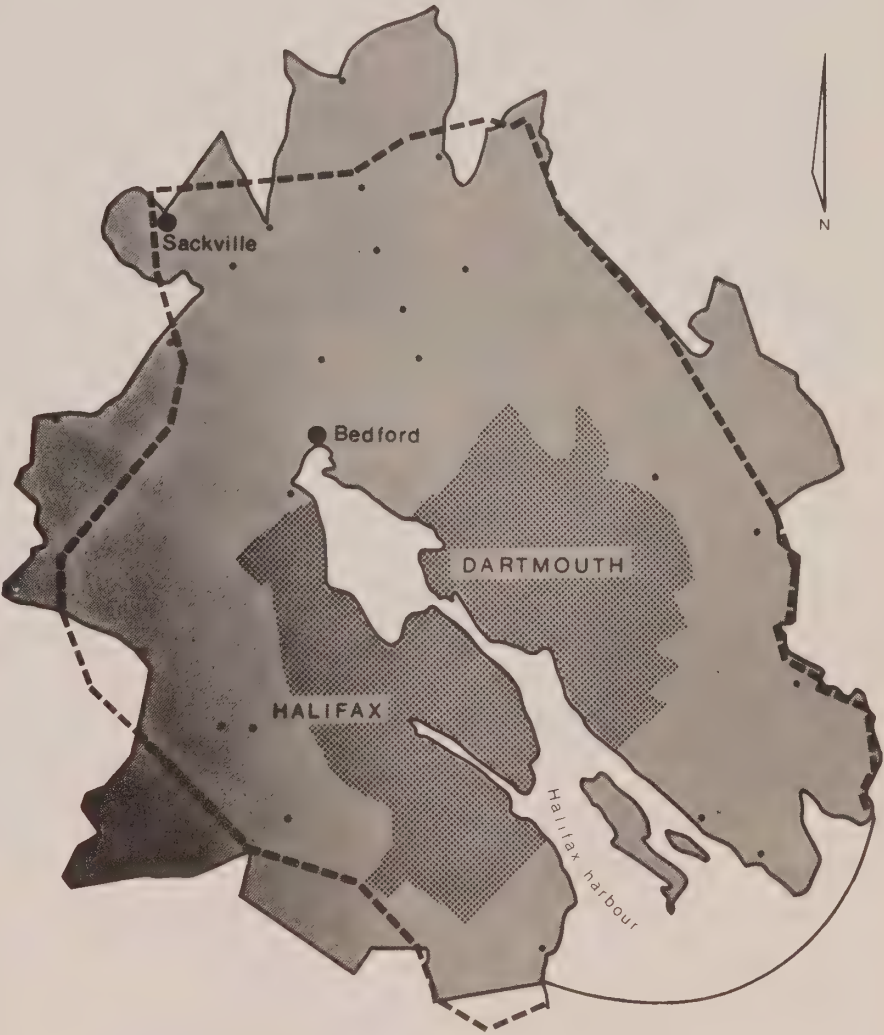
Core Organization

Maurice Lloyd	Chairman, M.E. Lloyd & Associates Ltd.
Cyril Henderson	City Manager, Halifax
Cliff Moir	City Administrator, Dartmouth
Rudd Hattie	(Replaced later by Harry Bensted) County Clerk
R. Mort Jackson	Assistant-Director of Planning, Department of Municipal Affairs
Len Poetske	Chairman

---

HALIFAX-DARTMOUTH  
METROPOLITAN AREA

Figure 9



 DREE SPECIAL AREA

 MAPC AREA

0 5  
milles



Under the direction of the executive secretary of the Commission, a team of consultants has undertaken a series of 5 projects in accordance with the plan's recommendation.

These five projects are:

- Solid waste disposal
- Detailed design of recreational areas
- Transit and transport demonstration projects
- Development strategy
- Redevelopment scheme for the Halifax and Dartmouth waterfront

During the initial period of its mandate, MAPC is pursuing two broad objectives. First, it is attempting to coordinate government programs through continuing intergovernmental relations and in accordance with the plan's guidelines. Secondly, MAPC is looking at the feasibility and costs of the implementation of specific projects recommended in the plan in order to interest the various levels of government in their development.

#### 2.1.2 The Tri-Level Committee

Created at the beginning of 1973 on the initiative of representatives from the federal Ministry of State for Urban Affairs, Core Committee was regrouped as the Tri-level Committee to include officers of the three levels of governments as an informal working body:

- Federal government: from the MSUA, the Assistant Secretary (Coordination) and the Regional Coordinator for Atlantic provinces. From DREE, the Regional Director for Nova Scotia.
- Provincial government: the Deputy Minister of Municipal Affairs, Director of Planning, Department of Development, and the Special Advisor to the Premier (Chairman). The Secretary to the Tri-Level is a full-time provincial position.



Table 8 List of members of the Tri-Level Committee

---

1 Federal representatives

André Saumier	Assistant Secretary (Coordination) MSUA
Robert Boase	Regional Coordinator (Atlantic provinces) MSUA
Hector Hortie	Regional Director (Nova Scotia) DREE

## 2 Provincial representatives

Michael Kirby	Special Advisor to Premier of Nova Scotia
B. D. Anthony	Deputy-Minister of Municipal Affairs
C. Burke	Director of Planning, Department of Development

## 3 Municipal representatives

Constance R. Glube	City Manager, Halifax
Cliff Moir	City Manager, Dartmouth
Harry Bensted	County Clerk

August, 1974



- Municipal government: the city manager of Halifax, the city administrator of Dartmouth and the municipal clerk and treasurer of the County of Halifax (see Table 8 for list of the members).

This informal Committee meets once a month and its main objective is the coordination of the various levels of government in the Metropolitan Area of Halifax.

In practice, this Committee acts as staff support to MAPC with communication between the two bodies channelled through the Executive Secretary to MAPC who also acts as secretary to the Committee. For the most part, the main achievement of this Committee has been to unify the City's demands regarding funds available from the federal government and the DREE special area program. Other federal departments are also involved in the urban development process through their respective jurisdictions: Departments of Public Works, of Transport, of National Defence and the National Harbour Board. The Federal Government, through its representatives on the Tri-Level Committee, tries to make information available about the policies and projects of these departments in the Halifax region (to the municipal governments involved).

The objective of both MAPC and the Committee is to provide a forum whereby the objectives of the Metro area, in terms of urban form, environmental quality and economic growth, could be articulated in such a fashion as to allow all levels of government to play a supportive role.

## 2.2 Specific sector

Given the geographical situation of the Metropolitan Area of Halifax, port operations represent a key factor in the growth of the agglomeration and, indeed, of the whole province. Two commissions are presented below related to port operations.

### 2.2.1 Halifax-Dartmouth Port Commission

The Commission was created in 1969 by ordinance no. 13<sup>4</sup> (City of Halifax) under the provisions of Chapter 96 of the Acts of Nova Scotia

(1969). The ordinance provides for not less than 12 members nor more than 18 members: the Mayor of Halifax and 9 to 14 members appointed by the Council of Halifax, the Mayor of Dartmouth and 1 or 2 members appointed by the Council of Dartmouth. At the present time, there are 15 Commissioners (see list of Commissioners in Table 9).

The basic objective of the Commission is to promote the growth and development of the port facilities of Halifax harbour through studies to improve facilities and the operation of the port, through service as an intermediary between the National Harbours Board, the Canadian National Railways and all other parties responsible for or participating in the operation of the port, and through promotion and soliciting of business for the port.

To carry out its duties, the Commission has appointed a full-time executive secretary supported by a staff of 4 and a budget of \$120,000 for 1973 operations, (\$105,000 from the City of Halifax, \$15,000 from the City of Dartmouth).

With regard to the promotional aspect of its mandate, the Commission played an important role in the implementation of Autoport and the container system, the two being major investments for the improvement of port facilities, and for the modernization of the port operations. The Commission also maintains close contacts with the Maritime Council of Premiers concerning policy recommendations affecting the port of Halifax and its role in the circuit of port facilities in Eastern Canada.

#### 2.2.2 Halicon (Halifax International Containers Ltd.)

Formerly called Halco, Halifax International Container Ltd. was created to involve provincial and local governments in the creation, expansion and operation of the Halifax Containerport.

The Board of Directors is composed of 9 members (two appointed by the City of Halifax and seven appointed by the provincial government), plus the President and General Manager (see Table 10 for the list of Directors).

Table 9 List of members of the Halifax-Dartmouth Port Commission

---

Members appointed by the City of Halifax

Mayor Walter Fitzgerald  
G. E. Simmons (Chairman of Halifax Port Authority)  
Charles R. Baxter  
S. W. Mingo - Chairman of the Commission  
Alderman N. P. Meagher  
G. R. Matheson  
Gordon Raftus  
A. C. Huxtable  
R. W. Ferguson  
L. Simmons  
J. H. Haylock  
H. I. Mathers

Members appointed by the City of Dartmouth

Mayor Eileen Stubbs  
G. Raine

John Grice - Executive Secretary

October 1973

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Table 10 List of members of the Board of the Halifax International  
Container Ltd. (Halicon)

---

F. H. Howard, President and General Manager

Appointments by Provincial Government

D. E. Grant

A. E. Hayes

J. M. Jones

C. E. MacCulloch

J. W. Mingo

L. Single, Deputy-Minister of Development, N.S.

F. H. Howard

Appointments by the City of Halifax

Constance R. Glube, City Manager

M. McKeigan

August 1974

---

The Company was established to engage in the transportation industry of any port or ports thereof anywhere in the world, to carry on the business of furnishing transportation and allied services at, to or from the port of Halifax and to carry out research and operations to promote the interests of the port of Halifax.

Total authorized capital is shared as follows: 80% of it to the provincial government and 20% to the City of Halifax. (At the creation of Halicon, total authorized capital was \$10,000, i.e. \$8,000 for the province of N.S. and \$2,000 for the City of Halifax). To fulfill its mandate, Halicon acquired 1/3 of the shares of Halifax Terminal Co. (Halterm). The two remaining thirds are held respectively by CN and by Clark Traffic Service, the principal transporters involved in container operations in the port of Halifax.

The City of Halifax provided, (between 1970 and 1973), advances to Halicon of \$230,000 which reached the initial limits fixed by the Council in 1972. In 1973, the City Council reduced its expenditures in both the Port Commission and Halicon. This was facilitated by the operation of a combined promotional budget at reduced cost and the expectation of dividend income in 1973.

### 3 Provincial

The main involvement of the provincial government in land use planning is through the Planning Act (see part II, point 1 for sections applicable to municipalities). This Act is administered by the Department of Municipal Affairs and authorizes the Minister to take action on specific matters concerning land use:

- the preparation by the Minister for each planning region (designated by Order-in-Council) of a regional development plan (section 4);
- the creation of District Planning Commissions (section 23) with specific duties in regard to the elaboration of regional and municipal development plans (section 25). (The Halifax-Dartmouth and County District Planning Commission and MAPC were created under provisions of sections 23 and 25 of this Act, while provincial expenditures for the elaboration of the regional Plan by MAPC I were authorized under section 4).

#### 3.1 The Department of Municipal Affairs

The Department provides guidance, advice and assistance to municipal governments. It is organized into three main divisions:

- Assessment division.
- Grants and finance division: to review and assist municipalities in their financial operations and to administer grant programs.
- Community planning division: to administer the Planning Act.

This latter division is divided into four sections:

- 1) Regional Planning: to prepare a regional development plan and to finance 50% of operating costs of District Planning Commissions.

- 2) Planning advisory services: to establish strong local planning processes and to assist (financially and with staff) local governments in the preparation of municipal plans.
- 3) Development Control: to prepare and review municipal zoning by-laws.
- 4) Design: to support other sections and municipalities with detailed designs.

In the area studied, the main impact of the Department has been the creation of MAPC I and MAPC II, the participation of the Minister in MAPC I and II, the initial financing of planning studies and eventual preparation of the regional plan, and the participation of the Deputy-Minister in the Tri-Level Committee meetings.

### 3.2 The Department of Development

The Department of Development was formally established in July 1971 to:

- administer and co-ordinate existing development activities of the province;
- co-ordinate the formulation of future development policies;
- provide liaison with the Federal Government and other Agencies of the Provincial Government;
- promote trade and commerce in Nova Scotia;
- perform related economic studies and analyses (see Figure 10 for the Organization Chart).

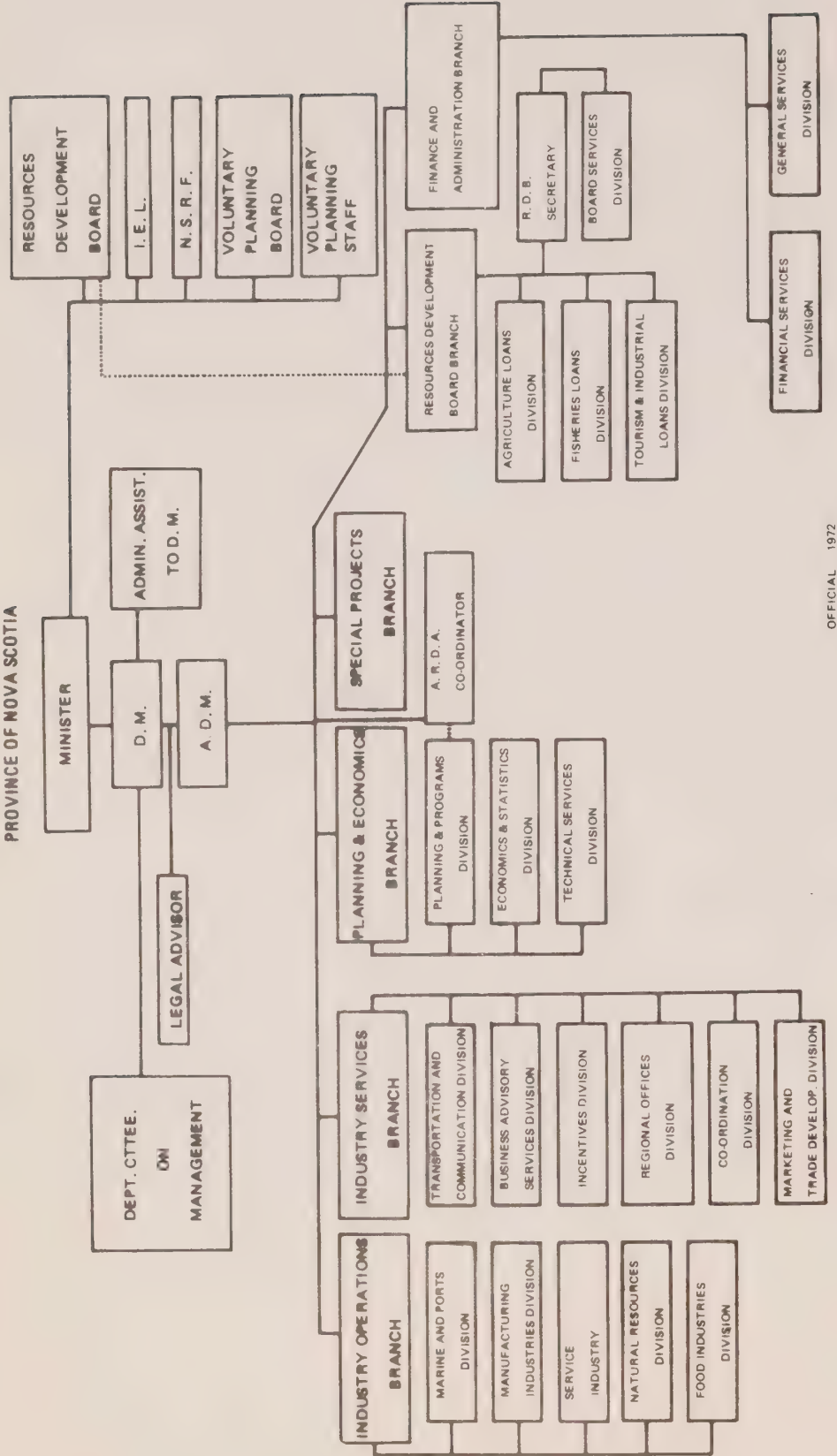
The department constitutes the financial channel through which federal assistance goes to municipalities under the special area agreement. The Planning and Programs division provided staff support to the provincial members of the Canada-Nova Scotia Joint Planning Committee set up to identify and elaborate programs and projects to be financed by DREE.



Figure 10

DEPARTMENT OF DEVELOPMENT

PROVINCE OF NOVA SCOTIA



OFFICIAL 1972

The transportation division of the Industry Operations Branch provided the supporting data which led to the creation of the Autoport and has maintained close liaison with Halicon in order to assist provincial shippers and industries to obtain greater benefits from increasing container traffic.

The Deputy-Minister is the provincial appointee on the Joint-Planning Committee and is involved at the Board level with Halicon and Autoport.

#### 4 Federal

Two departments play a major role in influencing urban development and land use planning: Department of regional economic expansion and the Ministry of State for urban affairs. (DREE and MSUA).

##### 4.1 Department of Regional Economic Expansion

The Halifax regional office inside the Eastern Canada operations Branch of DREE administers the Special Area Agreement signed between the province and the federal government on April 1st, 1970: an agreement creating Halifax-Dartmouth and the Strait of Canso special areas. (See Figure 9 for special area territory).

The agreement covers a period from April 1970 to March 31, 1975. The agreement initially signed provided for total investments of \$34.4 million and an amendment signed on November 4th, 1971, increased this figure to \$51.7 million for the period ending June 30th, 1973. Of this increased total, \$43.4 million is programmed for the special area of Halifax-Dartmouth.

The general objectives of this agreement are:

- to provide for the formulation and preparation of long term economic development strategies and plans and associated infrastructure projects;
- to provide financial assistance for specific priority infrastructure projects required to make the special area more attractive as a site for future economic development and population growth.

Most of the projects implemented in Phase 1 of the agreement were related to the first objective of financing capital projects.

Projects undertaken fall under six general headings:

- Regional development strategy: \$1.3 million (all in grants).
- Industrial land development: \$2.63 million (\$1 million in grants and \$1.63 million in loans).
- Regional water supply and services: \$13.6 million (\$9.5 million in grants, \$4.1 million in loans).
- Residential land development: \$1.05 million (\$.075 million in grants and \$.930 million in loans).
- Educational facilities: \$13.8 million (\$7 million in grants and \$6.8 million in loans).
- Urban transportation: \$5.8 million (\$4 million in grants and \$1.8 million in loans).

In addition a grant of \$5.3 million is provided for the construction of highway 103 outside the special area.

The agreement established two co-ordination Committees. The first one composed of the Deputy-Minister of Development for the province and the Regional Director (N.S.) for DREE. It has a mandate to prepare plans for the special area and to ensure such research and consultation as is necessary to the formulation of those plans: this is the Joint Planning Committee. The second is the Liaison Committee which is composed of the Regional Director (N.S.) for DREE and his representatives and three representatives from three involved departments of the province. The Committee monitors and reports on all stages of the planning, design, and construction of the projects: in brief, the day-to-day administration of the agreement. (See Table 11 for a list of the members of both Committees).

The Regional Director (N.S.) for DREE is involved in the regional intergovernmental co-ordination process through his membership in the Tri-Level Committee. It is expected that future projects, to be included in the last part of the special area agreement, (from June 30th, 1973, to March 31st, 1975), will relate closely to priorities identified in the MAPC's regional plan; in that respect, DREE is committed to an additional \$8 million to start a \$92 million water supply project proposed in the regional plan.

Table 11 Members of the Joint Planning Committee and the  
Liaison Committee

---

a) The Joint Planning Committee

Hector Hortie	Regional Director for Nova Scotia DREE
W. L. Single	Deputy-Minister of Development, Nova Scotia

b) The Liaison Committee

1 Provincial representatives

W. P. Kerr	- Deputy-Minister of Highways
R. T. Morgan	- Chief Engineer, Dept. of Development
D. H. Sutherland	- Manager major projects, Department of Public Works

2 Federal representatives

3 officers from DREE Regional Office in Halifax

(October 1973)

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#### 4.2 The Ministry of State for Urban Affairs

The Ministry was created in 1971 by Order in Council to integrate an urban policy with other policies and programs of the Government of Canada and to maintain a liaison with provincial governments, and through them, with municipalities in urban affairs. A regional co-ordinator was appointed for the Atlantic provinces, his most important responsibility being directed towards the Halifax Metropolitan Area.

The Department initiated the idea of a tri-level process of co-ordination which provided the basic link between various federal actors on the metropolitan scene and provincial and municipal officers engaged in development schemes.

The Ministry also provided MAPC II with a grant of \$200,000 as a means of financing research by MAPC on cost and feasibility of the implementation of the plan.

4.3 The Central Mortgage and Housing Corporation (CMHC) also plays an active role in land use planning through the administration of the National Housing Act. The principal program applied in the Metropolitan Area is public housing (program in which CMHC can share 75% of capital costs) and the sewage treatment program in which CMHC can provide municipalities with up to two-thirds of the cost of construction or expansion of sewage treatment plants. CMHC financial participation is provided to municipalities through the Nova Scotia Housing Commission.

#### 4.4 Other federal departments

Because of their respective responsibilities, various departments which own land in the Metropolitan Area have an impact on land use planning.

They are listed without further description:

- Department of Public Works
- Department of National Defence
- National Harbours Board which appointed a Port Authority in Halifax to handle day-to-day administration of port activities.



## B Transportation

The problem of transportation in Halifax is not primarily a question of chronic congestion but rather centers on the difficulty of obtaining basic improvements because of the multiplicity of decision-making entities in this sector.

### 1 Municipal

In the City of Halifax, four different entities have power to intervene in transportation policy. They are:

- the publicly owned transit Corporation which operates public transportation facilities in the City;
- the office of traffic Engineer, a division of the Department of Engineering responsible for planning and design of street improvement and construction;
- a special Transit Coordinating Committee composed of 7 members (from the City departments) to coordinate improvement in transit operation;
- the traffic Authority is an individual appointed by Council with the approval of the Province and he alone is authorized to make certain decisions with regard to the control of traffic. Other members of the Traffic Advisory Committee or Board are there to advise and assist him.

In the City of Dartmouth, the department of Engineering is responsible for street design and construction and for the operation of traffic control equipment. The Dartmouth Transit Company is privately owned but works in consultation with City officers in the determination of routes and the level of service. In addition, the City of Dartmouth owns a ferry service for pedestrians only between Halifax and Dartmouth. In the Municipality of the County of Halifax, main road construction and maintenance are the responsibility of the Department of Highways while responsibility for public transit is assumed by a private company, Acadian Lines Limited.

## 2 Regional

Two decision-making entities are working at this level, the first one has a specific task in the area of transportation (The Halifax-Dartmouth Bridge Commission) and the other (MAPC) in an overall planning perspective.

### 2.1 Halifax-Dartmouth Bridge Commission

Created by the Statutes of Nova Scotia 1950, Chapter 7 (amended afterwards in 1955, 1958, 1961 and 1964) the Commission is composed of 9 members, 4 appointed by the provincial government including the Chairman, 2 appointed by the City of Halifax, 2 appointed by the City of Dartmouth and one appointee from the Municipality of the County of Halifax (see Table 12 for list of members).

The objects of the Commission were to construct, maintain and operate bridges and the necessary approaches thereto, across Halifax Harbour and the North West Arm, and to study the need or advisability of additional bridges across Halifax Harbour or the North West Arm.

The Angus L. MacDonald Bridge was completed in 1956 and the Commission continues to collect tolls from bridge users. Construction of the North West Arm Bridge is still under discussion and is proposed in the regional plan. The Murray MacKay Bridge which opened in 1970 was not a project of the Commission.

### 2.2 MAPC

To elaborate the regional plan, MAPC I created a transportation task group with the objective of proposing a viable transportation policy

Table 12    List of members of the Halifax-Dartmouth Bridge  
Commission

---

H. M. McInnis  
S. S. Brady  
C. E. Clarke  
Warden Ira Settle  
Mayor Eileen Stubbs  
H. R. Wyman  
Mayor Walter R. Fitzgerald  
L. C. Hogan

\* In January 1972, the provincial had not appointed a chairman.

General Manager: L. J. Burke

August 1974

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by presenting a long range metropolitan development plan, by quantifying available financial resources which would be necessary to implement the plan, by recommending institutional and governmental changes and by identifying the elements of the transportation plan which should begin immediately. The work of the task group was based on the Halifax-Dartmouth Metropolitan Area Transportation Study prepared for MAPC by Canadian-British Consultants Ltd.

One of the projects put forward by MAPC II is the transit demonstration project with the objective of improving the use of public transit through experimentation with such new concepts in this field as a dial-a-bus system.

### 3 Provincial

#### 3.1 The Department of Highways

The Department of Highways may enter into agreement with towns and cities to pay a percentage of the cost of construction, reconstruction or maintenance of highways which form a connecting link with a main highway. Under such an agreement, the share of the Department will not be less than 50% of the total cost.

In the Municipality of the County of Halifax and other rural municipalities, this agreement may also be applied to "suburban subdivision roads" with the same share as for main roads.

#### 3.2 The Board of Commissioners of Public Utilities

As a regulating body, the provincial Board of Commissioners of Public Utilities may review fares and tolls charged to users of public transit and toll bridges and make provisions for the continuation or improvement of transportation services.

#### 4 Federal

The Department of Regional Economic Expansion signed an agreement with the province covering the period April 1, 1970 to March 1973, and provided for federal investment in highways of \$20 million in ten different projects, one of these being the construction of highway 103 in the Municipality of the County of Halifax, a project of \$5.3 million.

## Conclusion

We have met in the Halifax metropolitan area a simple structure of government composed of three distinct local units, the Cities of Halifax and Dartmouth, and the Municipality of the County of Halifax. In addition, various structures have been established at the regional level to perform specific duties requiring intergovernmental coordination (MAPC II, the Bridge Commission, the Port Commission) in the area.

Two main issues will determine the evolution of the local government structure in the metropolitan area.

First, it is expected that the Halifax-Dartmouth Regional Development Plan (prepared by MAPC I and presented in April 1973) will be put into effect in the near future under a law providing for the development of the metropolitan area.

Secondly, the government of Nova Scotia has created a Royal Commission of Inquiry with a mandate to study Education, Public Services and Provincial Municipal Relations and its final report is expected by the end of 1973. Recommendations will be paired with the need to create new mechanisms for the implementation of the regional plan within an intergovernmental process.



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University of Toronto Press, 1957

H Statutes

- 28 Dartmouth City Charter, S.N.S. 1970, chap. 89  
29 Halifax City Charter, S.N.S. 1963, chap. 52  
30 Towns Act, R.S.N.S. 1967, chap. 309  
31 Municipal Act, R.S.N.S. 1967, chap. 192  
32 Planning Act, S.N.S. 1969, chap. 16

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